

JEFFERSON COUNTY

GROWTH POLICY



JEFFERSON COUNTY, MONTANA

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Jefferson County

2003

Growth Policy

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Jefferson County Growth Policy

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CHAPTER ONE: INTRODUCTION

Jefferson County covers 1,657 square miles in the heart of western Montana. Jefferson County's slogan, the "Undiscovered In Between" is an accurate description. It lies between three major metropolitan areas in Montana: Butte, Helena and Bozeman and between two national parks, Yellowstone National Park and Glacier National Park.

Major waterways include the Jefferson River and the Boulder River and their tributaries. These waterways travel through Jefferson County on their way to the Missouri and provide recreational opportunities for residents and visitors.

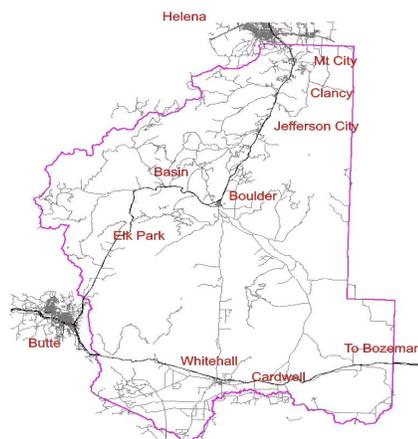
Major mountain areas include the Elkhorn Mountains, Bull Mountain and the Continental Divide, which serves as the western boundary of the county.

Tourist attractions include the Lewis and Clark Caverns, health mine enterprises, hot springs, National Rodeo Association rodeo, the annual "Rockin the River" concert and numerous campgrounds, hiking trails, hunting and fishing areas and several ghost towns.

The major industries in Jefferson County include agriculture, mining, timber, tourism, retail and home businesses, and county and state government.

Jefferson County is made up of a number of distinct "communities" or "vicinities". Some, for example Basin and Clancy, are small towns. Others, like Montana City and Toll Mountain are generally defined settlement areas associated with former towns or physical features. While others, such as Elk Park and Boulder Valley are ranching and farming areas covering thousands of acres. Two of the county's communities, Whitehall and Boulder, are incorporated municipalities with their own governing structures.

Jefferson County is one of the fastest growing counties in Montana. The Planning Board of Jefferson County is committed to developing programs and strategies that will provide for and facilitate this growth and retain the rural character and sense of community of small towns. To this end, the aim of this policy is to help guide and manage community change to best serve our citizen's overall long-term interests.



CHAPTER TWO: STATEMENT OF PURPOSE/COMMUNITY GOALS

The past decade has been marked by continued growth and change. Jefferson County's landscape and rural character has attracted more residents and visitors. The interests and values of the county residents have grown more diverse. Tourism and recreation, including hunting, fishing, skiing, and health mine visits, have joined the traditional industries of agriculture, forestry, and mining as important economic interests. Land is increasingly valued for its aesthetic and recreational assets leading to the conversion of more rangeland and farmland to residential subdivision and recreational development. This is most apparent in the northern section of the county where the communities of Clancy, Montana City, and Jefferson City have shown the most dramatic increase in population and subsequent residential subdivision.

In the lower valley floors of the county around Whitehall, land continues to be used primarily for agriculture and mining. Population growth in this area has increased the need for housing and public services.

In the western section of the county in the communities of Basin and Bernice, mining, agriculture, and reclamation interests continue to be primary.

Boulder, the county seat, has grown in population as well. Employment in this area includes a large number of government workers employed by Jefferson County, by the Montana Development Center, Riverside, Alternative Youth Adventures, and small retail businesses.

The Jefferson County Commissioners, in turn, face increasingly difficult decisions regarding land use and development, conservation, and public services. The purpose of this plan is to guide policy making by providing a framework for residents and local decision makers as they struggle with this growth and change and the issues that have evolved from this growth.

GROWTH POLICY UPDATE PROCESS

The Jefferson County Planning Board initiated preparation of this planning document pursuant to Montana statute. The legally mandated role of the Planning Board is to "(1) assure the promotion of public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of community development, the Planning Board shall prepare a Growth Policy and shall serve in an advisory capacity to the local governing bodies establishing the Planning Board."

Jefferson County has had a Planning Board for almost 30 years. The most recent county plan was the 1993 Jefferson County Comprehensive Plan. The County Commissioners charged the Planning Board with the responsibility of preparing a Growth Policy. This document, prepared by the Board, is in response to that charge.

The Planning Board and the County Commissioners determined at the outset of the planning process that the county's Growth Policy would, to the maximum extent possible, reflect the values and aspirations of the county's citizens. To this end, in 2000 a process called "Visioning

Jefferson County” was initiated. This process was designed to provide county citizens and community leaders an opportunity to participate in the development of this Growth Policy by identifying and prioritizing countywide issues. A letter to all parties listed on the Jefferson County tax rolls was mailed. Following this, advertised listening posts and community meetings were held in seven different locations of the county to provide a convenient opportunity for citizens to state their concerns and recommendations for the future of their community.

Planning is the act of determining needs and setting a course to meet those needs. This policy is the summation of creative work by Jefferson County to define the needs of its citizens and recommend a course of action for the future. Preparing this comprehensive Growth Policy involves assessing a community’s economic, physical and social/cultural makeup and determining trends and circumstances that are likely to shape the community’s future. This information, together with citizen input regarding their community, has been used to prepare this policy. **The fundamental aim of the policy is to help guide and manage community change to best serve Jefferson County citizens’ overall long-term interests.**

This Growth Policy is, by necessity, very general and will serve primarily as a guide for making future decisions. Many of the recommendations in this policy are in the form of general goals and objectives. Many of the goals, objectives, and recommendations in this policy can only be implemented by county decision makers.

ORGANIZATION OF THE POLICY

This Growth Policy is organized into seven chapters. **Chapter One:** Introduction is designed to serve as an overview of Jefferson County and provide a description of how the policy is organized.

Chapter Two: Statement of Purpose/Community Goals is a statement of the purpose of the policy and a description of the primary goals and objectives to be achieved in Jefferson County’s overall planning efforts. These goals and objectives are applicable throughout all planning efforts by the county and are designed to be the basis of local decision-making. Specific Goals and Objectives are also contained in this chapter. This is a summary of the specific issues before the Planning Board in the past two years and goals and objectives established by the Board as a guide to public policy decision-making. These goals and objectives are not exclusive. The Planning Board will continue to meet and do on-going work as issues develop.

Chapter Three: A Profile of Jefferson County includes current information and statistics of the county. It includes a description of the population and economy as well as the environment and current land use. It describes current public services available to county residents including transportation, recreation and other public services.

Chapter Four: The Future of Jefferson County includes projected trends in population, economy, land use and public services.

Implementation of the Growth Policy in **Chapter Five** describes the process by which this plan will be implemented and includes recommended voluntary actions. It includes information on cooperation between jurisdictions both within and outside Jefferson County.

Chapter Six contains a conclusion to this report and a letter from the Planning Board to the residents of Jefferson County.

Definitions:

Goals and objectives are the principle elements in guiding the Planning Board. In this context, a **goal** is a broad, generalized expression of a commonly held community value regarding growth, development patterns and quality of life. Goals, as used in this policy, express the primary theme or general intent and direction of the policy.

An **objective** is a more narrowly defined and concrete expression of community intent. A goal may contain one or more objectives with each objective responsive to a particular aspect of a broadly stated goal. For example, a goal might be “mitigate development’s impact to wildlife and fisheries.” A related objective could be “encourage subdivision designs that do not restrict wildlife movement.”

A **policy** is a fairly precise statement of how county government will exercise its authority, responsibility and fiscal resources to achieve a specific goal. Policies are tangible and can be quantitatively measured. Examples of policies related to the goal of “mitigate development’s impact to wildlife and fisheries” could include such statements such as “Subdivisions may be designed to mitigate impact on wildlife movement.” in county subdivision regulations.

The following goals summarize the citizen’s aspiration for their community and have guided the Jefferson County Planning Board’s development of this policy: ¹

- I. Sustain and strengthen the economic well-being of Jefferson County’s citizens**
- II. Protect and maintain Jefferson County’s rural character and the community’s historic relationship with natural resource development**
- III. Preserve and enhance the rural, friendly and independent lifestyle currently enjoyed by Jefferson County’s citizens**

This Growth Policy is designed to help guide community decision-making in its effort to achieve these goals. Under each goal, the Planning Board has defined a number of objectives to guide the county in its efforts to reach these goals. These objectives are listed below:

I. Goal: Sustain and strengthen the economic well being of Jefferson County’s citizens.

Objectives:

¹ These primary goals are the same goals listed in the 1993 Jefferson County Comprehensive Plan. The Planning Board believes that these goals continue to provide the best overall direction for county planning.

- A. Stimulate the retention of existing businesses and aid in the development of new businesses and industries, especially agriculture, mining, timber harvest, manufacturing/processing, and wholesale and retail businesses.
- B. Stabilize Jefferson County's tax base by encouraging the sustainable use of its natural resources and by working toward greater economic diversity.
- C. Promote the development of cultural resources and tourism to broaden Jefferson County's economic base.
- D. Support economic development activities throughout southwest Montana in recognition of Jefferson County's interdependency with surrounding employment centers and the needs of citizens for goods, services and other urban amenities available in surrounding communities.
- E. Promote the economic self-sufficiency of Jefferson County's citizens by furthering the development of locally owned and operated business enterprises.
- F. Promote secondary, value adding industry in Jefferson County through appropriate land use designations and development incentives.

II. Goal: Protect and maintain Jefferson County's rural character and the community's historic relationship with natural resource development.

Objectives:

- A. Foster the continuance of agriculture and forestry in recognition of their economic contribution and the intrinsic natural beauty of grazing areas, and forests.
farmlands
- B. Preserve Jefferson County's scenic beauty and conserve its forests, rangelands and streams, with their abundant wildlife and good fisheries.
- C. Preserve Jefferson County's open space setting by encouraging new development to locate near existing towns and rural settlements and by discouraging poorly designed, land subdivisions and commercial development.
- D. Assure clean air, clean water, a healthful environment and good community appearance.

III. Goal: Preserve and enhance the rural, friendly and independent lifestyle currently enjoyed by Jefferson County's citizens.

Objectives:

- A. Maintain Jefferson County's citizen's independent lifestyle, maximizing volunteerism and minimizing governmental intervention to the extent possible, consistent with the requirements of a continually evolving economy and constantly changing population.
- B. Preserve and promote Jefferson County's rich cultural heritage, rooted in natural resource development and reflected in its numerous historic sites and archaeological areas.
- C. Continue efforts to promote fire prevention measures throughout the county, giving special emphasis to the extreme fire hazards present at the wildland/urban interface.
- D. Encourage the continued development of educational programs and facilities, recreational opportunities and spaces and health services for all county residents.

SPECIFIC GOALS AND OBJECTIVES

In addition to the broad goals and objectives developed in Chapter Two of this policy, the Planning Board and County Commission have designed specific goals and objectives in the following areas to address current and projected change and growth in the county. The Planning Board and County Commission support growth and development in Jefferson County. Such growth and development however, does bring new issues and concerns to long-time county residents as well as new visitors and homeowners. Many of the specific goals and objectives in this chapter deal specifically with the issues and concerns created by the new growth and development in Jefferson County.

TRANSPORTATION

I. Goal: Promote and maintain a transportation system that provides safety, efficiency, and is cost effective.

Objectives:

- A. New additions to the transportation system should be compatible with the existing road system and coordinated with roads from other jurisdictions.
- B. Transportation planning for new developments should support the Jefferson County Growth Policy.
- C. Review and update county road specifications.
- D. Ensure that all new roads be built to county specifications.

- E. Continue and complete road signing and the rural addressing project.
- F. Encouraged provisions for multiple types of transportation (bike trails, etc).
- G. Develop and implement road and bridge improvement standards and maintenance schedules. (MDT standards for bridges)
- H. Develop a policy and implementation program in cooperation with developers and school districts to provide walks, bridges and pathways for children to improve safety and reduce transportation costs between residential neighborhoods, schools and stores.
- I. Develop secondary means of access, where practical, to settlements and subdivisions in order to improve safety and overall traffic circulation.
- J. Continue implementation of a consistent countywide property identification and intersection signing system to improve emergency vehicle access, assist mail delivery and improve overall convenience.
- K. Consider the use of grants, Road Improvement Districts, and Rural Maintenance Districts.
- L. Coordinate transportation issues with wildfire and fire protection issues, policies and goals.

WILDFIRE AND FIRE PROTECTION

I. Goal: Minimize risk of fire by management and planning, and to permit the effective and efficient suppression of fires in order to protect persons, property and forested areas.

Objectives:

- A. Encourage fire protection measures throughout the county, giving special emphasis to the extreme fire hazards at the wildland/urban interface.
- B. Complete fire hazard mapping for Jefferson County.
- C. Encourage that all developments be within a fire protection district, or have a contract for service with a fire protection district.
- D. Subdivisions should be planned, designed, constructed and maintained so as to minimize the risk of fire. Developers should submit a defensible space plan for each subdivision to the appropriate fire district for its review.

- E. Encourage fire resistant construction.
- F. Promote cooperation with local fire districts and state and federal agencies to develop and provide a wildfire educational program.
- G. Promote fire services for all subdivisions.
- H. Promote adequate water supply systems.
- I. Support adequate ingresses and egresses in all subdivision planning.
- J. Promote vegetation policies that reduce fire hazards.

WATER QUALITY

1. **Goal:** Protect surface and groundwater quality from pollution.

Objectives

- A. Discourage development with on-site wastewater treatment systems in areas having inappropriate soils or high groundwater, as indicated on the revised Jefferson County soil maps, to help prevent the contamination of groundwater supplies.
- B. Promote education efforts designed to further awareness of waste water system functioning.
- C. Require local review of subdivisions to meet Montana Department of Environmental Quality (DEQ) regulations.
- D. Encourage the formation of rural water districts in developing areas through the following incentives:
 - 1. Help developers secure grants to pay for preliminary engineering work for a community water system;
 - 2. Help developers secure funding from the state's Treasure State Endowment Fund Program and/or federal Community Grants for community water systems;
 - 3. Educate interested developers about the possibility of the county sponsoring and/or administering grants at minimal cost to the developer.

- E.** Promote investigation on stream setbacks and ensure that this issue be rewritten with reference to floodplain regulations. Recommend floodplain regulations be amended to coincide with state floodplain regulations.
- F.** Promote grants available to local organizations under section 319 of the Clean Water Act for the reduction of non-point source water pollution.
- G.** Educate land users on the necessity of obtaining appropriate permits before doing any work to alter streams.
- H.** Require all construction to be setback from streams, in order to prevent water quality degradation and stream bank erosion.
- I.** Promote policies that ensure greater setbacks be required for commercial, industrial, and multi-family development because of greater potential for negative impacts.
- J.** Recommend wetland protection standards be included in subdivision regulations for preserving waterfowl and other wildlife habitat.

WORKING LANDSCAPES

1. Goal: Foster the continuance of agriculture and forestry in recognition of their economic contribution and the intrinsic natural beauty of grazing areas, farmlands, and forests.

Objectives:

- A.** Encourage cooperation between new development and agricultural/forestry operations.
- B.** Educate prospective rural residents of potential conflicts with neighboring farm, ranch, and forestry operations before they build.
- C.** Require that rural residential developments be properly fenced to keep livestock out and allow free movement along traditional stock driveways.
- D.** Protect irrigation systems from the adverse impacts of rural residential development.
- E.** Require rural residential development to comply with the weed district's weed management plans.
- F.** Encourage open buffers between rural residences and adjoining agricultural lands.

- G.** Encourage agricultural landowners considering land subdivision to develop the least agriculturally viable portion of their properties.
- H.** Encourage in-fill development of urban and transitional areas already committed to development where community facilities and services can be provided cost-effectively in order to reduce development pressure on agricultural lands.
- I.** Promote the adoption and amendment of these objectives into Jefferson County Subdivision Regulations and in all new zoning districts that include or border agricultural land.

WILDLIFE HABITAT

- 1. Goal:** Mitigate development’s impact to wildlife and fisheries.

Objectives:

- A.** Encourage developers to work with members of the Montana Fish, Wildlife, and Parks in the pre-application phase to protect wildlife from negative impacts caused by development.
- B.** Encourage development to allow wildlife to continue to move through the existing corridors.
- C.** Support subdivision designs that do not restrict wildlife movement.
- D.** Seek to educate homeowners by providing educational materials on living with wildlife.

LAND USE

- 1. Goal:** Protect and maintain Jefferson County’s rural character, encourage efficient use of land.

Objectives:

- A.** Preserve the county’s open space setting by encouraging cluster development.
- B.** Revise the county’s subdivision regulations by adopting incentives and regulations to promote cluster development, where appropriate and preserve open spaces as provided by 76-3-509, MCA.

- land
- assessment density
- C.** Encourage cluster development to locate near existing towns and rural, more densely populated settlements and discourage poorly designed, unsafe subdivisions and unsafe commercial development.
 - 1.** Encourage the creation of neighborhood plans in developing areas of the county, which have previously had an environmental assessment completed upon the area, and to provide incentives such as bonuses.
 - 2.** Work with landowners within the rural areas to develop neighborhood plans consistent with this Growth Policy.
 - 3.** Revise the county’s subdivision regulations to be consistent with this Growth Policy.
 - 4.** Develop a capital improvement plan for roads, sheriff’s department, weeds, facilities and other departments. Implement such plan within 5 years.
 - 5.** Coordinate planning and service provision efforts with incorporated cities within the county and with neighboring counties to direct development to existing developing areas.

 - D.** Encourage new development to meet the recreational needs of its residents.
 - 1.** Encourage new development to retain access to public lands for the general public use.
 - 2.** Require new subdivisions to dedicate land or provide a cash donation in lieu of dedication for parks as provided by 76-3-606, MCA.
 - 3.** Revise the county’s subdivision regulations to require that the dedicated parkland be deeded by the developer to a homeowner’s association.
 - 4.** Revise the county’s subdivision regulations by adopting standards for the type and location of dedicated parkland. The following guidelines should be used in developing these standards:
 - a.** Discourage acceptance of slopes, wetlands, and other areas that cannot be developed for active recreation;
 - b.** The proposed park space should be within one-half mile of the majority of the lots to be served;

- street,
- c. The proposed park space shall be safely accessible by pedestrians coming from lots to be served, but have direct access to a collector or otherwise be located where it will not channel traffic into local residential streets; and
 - d. Where possible, the proposed park should be connected to existing or proposed pedestrian/bicycle trails.
- E. Complete an inventory of all subdivision lands accepted as parklands in the county.
- F. Encourage use of completed inventory when staff makes recommendations to developers as to whether more parklands are needed in developed areas or whether cash should be accepted in lieu of land.
- G. Encourage homeowners' associations to be responsible for improvements and maintenance of dedicated parkland within its subdivision.
- H. Encourage homeowners' associations to keep parks and existing equipment well maintained.

ECONOMIC DEVELOPMENT

1. **Goal:** Sustain and strengthen the economic well-being of Jefferson County's citizens.

Objectives:

- A. Stimulate the retention and expansion of existing businesses, new businesses, value-added businesses, wholesale and retail businesses, and industries including agriculture, mining, manufacturing/processing and forest products.
- B. Stabilize and diversify the county's tax base by encouraging the sustainable use of its natural resources.
- C. Identify and pursue primary business development that complements existing business, that are compatible with communities, and utilizes available assets. Identify and pursue targeted business development opportunities to include, but not limited to, manufacturing/heavy industry, telecommunications, and youth/social services.
- D. Promote the development of cultural resources and tourism, especially Lewis and Clark Bicentennial related development, in order to broaden Jefferson County's economic base.

- E.** Foster and stimulate well-planned entrepreneurship among the county's citizenry.
- F.** Promote a strong local business environment. Support and strengthen business support mechanisms such as chambers of commerce, development organizations and business roundtable organizations.
- G.** Improve local trade capture for Jefferson County businesses. Promote local shopping as well as well-planned businesses and new businesses.
- H.** Network with and support other economic development efforts in the region and statewide, in recognition of Jefferson County's interdependence with other communities and to leverage available local resources.
- I.** Assist in the development of necessary public infrastructure in support of economic development.
- J.** Identify lands in Jefferson County where industrial development is appropriate including those areas adjacent to existing industrial sites including mining, manufacturing and processing facilities.
- K.** Implement land use regulations such as zoning districts that support industrial development in appropriate areas.

HOUSING ISSUES

Across Montana, a major concern for many residents is the lack of affordable housing. It is becoming increasingly difficult for the average citizen to purchase a new home. Housing is typically deemed affordable if either the monthly rent or mortgage, principle and interest, is no more than 30 percent of a household's monthly income.

The private housing market in portions of Jefferson County does not provide adequate affordable housing for low to moderate income. Housing costs have risen faster than incomes during the last decade, contributing to the on-going challenge of securing adequate housing for low to moderate income groups.

The senior citizen population is significant and growing in Jefferson County, resulting in an important housing issue. This group has needs that are different from the rest of the population.

Resources to meet the housing needs are fairly limited in Jefferson County. To some degree, this is a reflection of national trends, as federal funding for housing was substantially reduced during the 1980s.

1. Goal: Work towards ensuring all residents of Jefferson County have an opportunity to obtain safe, sanitary, and affordable housing.

Objectives:

- A. Work to maintain an adequate land supply for diversity of all housing opportunities.
- B. Consider the locational needs of various types of housing with regard to proximity of employment, and access to transportation and services.
- C. Promote dispersal of affordable housing throughout the county.
- D. Participate in periodic analyses to determine immediate and long range affordable housing needs.
- E. Study and consider innovative housing programs to reduce dependency on subsidized housing.
- F. Group homes, foster care facilities, and facilities for other special populations should be equitably distributed throughout the county, yet near daily services.
- G. Encourage preservation, rehabilitation, and redevelopment of existing housing, with special attention to historic structures and historic areas.
- H. Encourage compatible mixed-use development.
- I. Encourage preservation, rehabilitation, and development of existing housing, with special attention to historic structures and historic houses.
- J. Develop programs, as funding allows, to access available public and/or private funding for affordable housing and related infrastructure.

EVALUATION CRITERIA & PROCESS FOR REVIEW OF PROPOSED SUBDIVISIONS

Potential developers will be given a subdivision application which is required to be completed. This application will be compared to the subdivision regulations to ensure that the Montana Subdivision and Platting Act and the county's objectives have been met. The application will be forwarded to the Planning Board for a recommendation to the County Commission. The County Commission will review the recommendation and may add conditions of approval to the Preliminary Plat approval. Once the Preliminary Plat approval has been given by the County Commission, conditions of approval will have to be met in order for the County Commission approve the Final Plat. Final Plats can then be filed with the Clerk and Recorder.

CHAPTER 3: A PROFILE OF JEFFERSON COUNTY

A summary profile of Jefferson County is presented below. This profile includes the history, social and economic conditions, and environmental features of Jefferson County.

HISTORY

Historians agree that the land now designated as Jefferson County was once occupied and visited by Indians from various tribes including the Snake, Nez Perce, Bannok, Blackfeet and Shoshoni tribe. It appears various tribes passed through the area for hunting, to visit the hot springs areas, and to collect stones for weapons and tools. It does not seem that any tribe made their permanent long-term home in this area. Jefferson County has two documented buffalo jumps, numerous teepee rings and many pictographs that provide documentation of tribal presence in the area.

The land in Jefferson County came under French and Spanish rule before the United States acquired it through the Louisiana Purchase.

According to G.O. Vineyard, one of the first commissioners of Jefferson County, “Jefferson County was not on the maps until the winter of 1864 and 1865 when the first Legislature met at Bannack City . . . That legislature created the counties of Beaverhead, Madison, Gallatin, Jefferson and Choteau. Afterwards the county seat of Jefferson was located in Montana City . . .”² Although the county boundaries have changed significantly since then, the towns that make up the fabric of the county changed significantly over time. Early settlers flocked to Jefferson County during the height of the gold rush that affected the entire country. Large mining camps, which were established then, continued to grow into towns that exist today. The county seat of Boulder, the towns of Basin, Clancy and Montana City all grew as a result of the stagecoach line between Butte and Helena, the rich mineral deposits, and the railroad.

Whitehall, in the southern portion of the county, thrived as a railroad town that transported mined products across the United States. The Mayflower ore discovered southeast of Whitehall in 1895 ensured that Whitehall would remain a thriving town in Jefferson County. A smelter was built on the banks of the Jefferson River by W.A. Clark to handle gold from the Mayflower ore. The rich deposits supported the community of Whitehall for many years. Today, the town of Whitehall supports retired miners, farmers, and new families who mostly work in Butte, but enjoy small town living.

The town of Boulder differed from the other towns in Jefferson County in that it did not depend on mining for its existence. A main stop on the Virginia City – Fort Benton stagecoach line, Boulder developed into an agricultural area. Miners that initially moved into the area to try their hand at placer mining along the Boulder River gradually began using their land for cattle and sheep. Before long, ranches sprang up along the Boulder River Valley, many of which remain today. In 1883 Boulder became the county seat, with a stately courthouse built in 1888. Today, Boulder continues to be the hub for county government.

² Muriel Sibell Wolle, *Montana Pay Dirt: A Guide to the Mining Camps of the Treasure State* (Athens: Swallow Press/Ohio University Press, 1983).

Basin had its beginnings from the Virginia City – Fort Benton stagecoach line as well. Miners disembarking from the stage at Basin Creek built little cabins while searching the surrounding mountains for traces of gold. Basin proved to be rich in placer mines and during the years of 1870 – 1890 enjoyed a boom.³ By 1905 the town contained a butcher shop, millinery shop, bowling alley, three hotels, three grocery stores and one bathhouse.⁴ Other smaller buildings and cabins rounded out the town. Two mines, the Katy and the Hope contributed to the growth of Basin. By the mid 1920's gold ore taken from the Hope, Katy and White Elephant mines produced \$1,700,000 in revenues.⁵ However, as smelter costs escalated and stock market manipulations took their toll, the boom time for Basin was over. Over the years, Basin's population has dwindled. Today the quiet little town relies on radon health mines, artists and visitors for economic support.

Of all the towns in Jefferson County, the small bedroom community of Clancy has evolved the most over the years. Clancy began as a mining camp around 1865 when silver ores were discovered. The Legal Tender mine was the most prolific of the silver mines in Clancy, producing around \$1,000,000 in revenue⁶. However, the mining ventures were short lived. The Montana Central railroad built a roundhouse in Clancy and railroad workers were housed in brick homes built especially for them. Although the roundhouse burned to the ground, the two competing railroad companies continued to stop in Clancy. The railroads played an important role in the growth of Clancy. The "iron horse" brought tourists to the hot springs located just a few miles from Clancy at Alhambra. A lavish resort was built to promote the hot springs as a medicinal cure. Although the last railroad tracks were washed away by the 1981 flood and the beautiful Alhambra Hot Springs Resort burned down, the town of Clancy continued. Today, the mountain views and small town benefits lure families to live in Clancy while making a living in Helena.

Montana City just 5 miles from Clancy attracts affluent families to live in the mountains and work in Helena. While Montana City was initially a small mining camp and the first county seat, it was short lived as a placer camp and the government center. After only one year the county seat was moved to Radersburg. Montana City was relatively quiet until the building craze of the 1990's. Today, Montana City enjoys a wealth of services and beautiful homes.

Jefferson County's history is rich with tales from the days of the "iron horse", mining camps and early ranches. Some towns that thrived during the 19th Century, like Elkhorn, resemble little of their former grandeur. Today, many new families choose to settle in Jefferson County, not to work, but to enjoy small town living close to the urban areas of Helena, Butte and Bozeman. However, farmers and ranchers remain active in Jefferson County and many residents continue to live and enjoy a rural lifestyle.

POPULATION

- The current population of Jefferson County is 10,084.

³ Id.

⁴ Id.

⁵ Id.

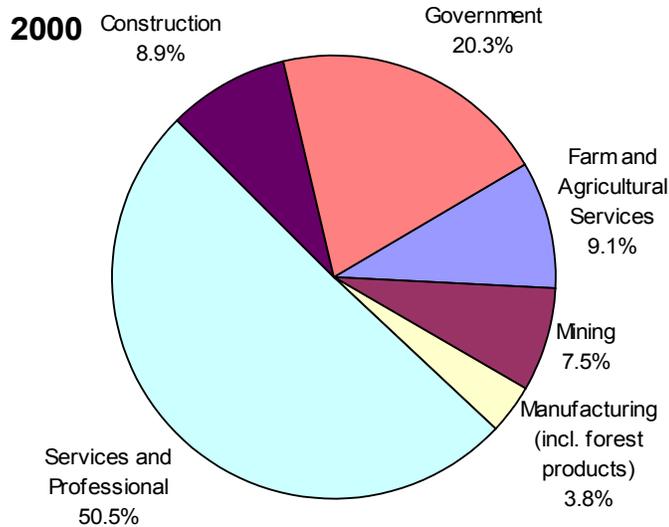
⁶ Id.

Jefferson County Growth Policy

- The population density is approximately 6 residents per square mile in Jefferson County.
- From 1970 to 2000, Jefferson County grew by 4,796 people, a 91% increase in population. See Chart 1 below for a comparison of population growth in Jefferson County with Montana as a whole and U. S. population growth.
- The median age in Jefferson County is 40.2 years compared to 37.5 in the state and 35.3 in the nation.
- 30% of the population of Jefferson County is under the age of 20 years.
- 10% of the population of Jefferson County is 65 years of age or older.
- **JOBS**
- From 1970 to 2000, 2,746 new jobs have been created in Jefferson County.
- Services and professional have accounted for 1,743 of the new jobs.
- Construction has accounted for 351 new jobs.
- In 1970, the largest employment sectors were government (49%) and services and professional (31%).
- In 2000, the largest employment sectors are service and professional (50%) and government (20%).

Chart 1 shows the percentage of jobs in six primary categories in 2000.

Chart 1: Jefferson County Jobs by Category



INCOME

- Average earnings per job in Jefferson County, inflation adjusted, have fallen from \$23,726 in 1970 to \$19,738 in 2000.
- In 1999, average earnings per job in Jefferson County, was lower than the statewide average and the national average.
- The fastest growth in personal income was in the social service sectors, which showed a 67% increase between 1990 and 2000.
- Net income from farming and ranching dropped from \$3 million in 1970 to minus \$3 million in 2000.
- In 1970, 73% of gross farm income was from livestock, while 13% was from crops. By 2000, 67% of gross income was from livestock, and 10 percent from crops.
- In 2001, the unemployment rate in Jefferson County was 4.4%, compared to 4.6% for the state and 4.8% for the nation.

Chart 2: Personal Income Change by Category between 1990 and 2000:

Personal Income					
All figures in thousands of 2000 dollars.	1990	2000	New Income	% Change	% of New Income
Total Personal Income	180,954.9	253,314.0	72,359.1	40%	
LABOR INCOME					
Transformative					
Agriculture	1,971.0	102.0	-1,869.0		
Mining	23,264.8	18,266.0	-4,998.8		
Construction	11,818.2	9,091.0	-2,727.2		
Manufacturing	5,046.1	6,040.0	993.9		
Total	42,100.1	33,499.0	-8,601.1	-20%	NA
Distributive					
Transportation & public utilities	4,860.3	2,698.0	-2,162.3		
Wholesale Trade	1,656.1	2,726.0	1,069.9		
Total	6,516.5	5,424.0	-1,092.5	-17%	NA
Retail Trade	5,354.4	7,769.0	2,414.6	45%	3%
Consumer Services					
Hotels & Other Lodging	227.3	156.9	-70.4		
Personal Services	380.8	876.1	495.3		
Household Services	65.9	83.2	17.3		
Repair Services	856.4	960.0	103.6		
Motion Pictures	326.7	172.0	-154.7		
Amusements & Recreation	263.5	484.0	220.5		
Total	2,120.6	2,732.1	611.5	29%	1%
Producer Services					
Finance, Insurance & Real Estate	1,289.9	3,656.0	2,366.1		
Legal Services	326.7	533.4	206.6		
Business Services	3,260.9	3,553.0	292.1		
Engineering & Management Services	412.4	874.0	461.6		
Membership Organizations	469.0	927.0	458.0		
Total	5,758.9	9,543.4	3,784.5	66%	5%
Social Services					
Health Services	2,985.5	3,146.0	160.5		
Social Services	93.0	2,004.0	1,911.0		
Educational Services	67.2	118.3	51.1		
Total	3,145.7	5,268.3	2,122.6	67%	3%
Government Services					
Federal, Civilian	1,832.7	3,190.0	1,357.3		
Military	764.2	903.0	138.8		
State and Local	21,304.3	22,348.0	1,043.7		
Total	23,901.1	26,441.0	2,539.9	11%	4%

New Income by Type						
All figures in millions of 2000 dollars	1970	% of Total in 1970	2000	% of Total in 2000	New Income 1970 to 2000	% of New Income
Total Personal Income*	70		253		184	
Farm and Agricultural Services	5	6.6%	0	0.0%	-5	NA
Farm	4	6.4%	0	-0.2%	-5	NA
Ag. Services	0	0.2%	1	0.2%	0	0%
Mining	1	1.2%	18	7.2%	17	10%
Manufacturing (incl. forest products)	0	0.3%	6	2.4%	6	3%
Services and Professional	15	22.1%	31	12.2%	16	9%
Transportation & Public Utilities	4	5.2%	3	1.1%	-1	NA
Wholesale Trade	1	1.0%	3	1.1%	2	1%
Retail Trade	4	6.4%	8	3.1%	3	2%
Finance, Insurance & Real Estate	1	1.3%	4	1.4%	3	2%
Services (Health, Legal, Business, Others)	6	8.3%	14	5.6%	8	5%
Construction	2	2.7%	9	3.6%	7	4%
Government	21	30.6%	26	10.4%	5	3%
Non-Labor Income	17	23.8%	76	30.0%	60	32%
Dividends, Interest & Rent	9	12.4%	45	17.6%	36	20%
Transfer Payments	8	11.3%	31	12.4%	23	13%

*The sum of the above categories do not add to total due to adjustments made for place of residence and personal contributions for social insurance made by the U.S. Department of Commerce.

Adjusted Mining in 3 years empl

HOUSING

- There are a total of 4,199 housing units in Jefferson County.
- Jefferson County has a higher owner occupancy rate than the state of Montana.
- 83.2% of Jefferson County's housing units are owner-occupied.
- 16.8% of Jefferson County's housing units are renter-occupied.

ENVIRONMENT

Topographic And Geologic Factors

Mountainous topography extends through much of Jefferson County, from the northern end of the Jefferson Valley to the southern edge of the Helena Valley. The Boulder Batholith is a geologic feature of intrusive granite, giving the western third of the county a unique scattering of large boulder fields and outcroppings. The topography of the batholith is characterized by narrow gulches feeding into larger creek bottoms, bordered by steep hillsides that are sprinkled with high mountain parks, meadows, swamps, or lakes. The largest of the parks is Elk Park, a broad, high, level park surrounded by mountains and located along the east face of the Continental Divide.

Six main drainage basins broad enough and open enough to support varied agricultural uses are located partially or wholly in Jefferson County such as in Whitetail, Boulder, Jefferson, Headwaters, Broadwater and Helena Valleys. These drainage basins are of varying sizes, with the main portions of the larger valleys, (Helena, Jefferson, Headwaters, and Broadwater) predominately in neighboring counties.

The southeastern portion of the county is a series of high rolling hills with occasional sharp outcroppings of limestone. These limestone outcroppings rise to form a steep, narrow canyon for the Jefferson River along the southern boundary of Jefferson County, softening into gentler hills to the north. They form the boundary between the watersheds of the Boulder/Jefferson system and that of the Missouri. To the north, they form the divide between the Boulder and Broadwater Valleys and eventually meet the higher, more rugged mountains of the Elkhorn range.

Earthquake Potential

Earthquakes are not common in Jefferson County, although a number have been felt since the earliest historical occupation of the region. Even though Jefferson County has no known active faults, two of the three largest recorded earthquakes in Montana had epicenters within 320 miles of the county line. In 1925 Clarkston Earthquake was centered in the Clarkston Valley north of Three Forks; in 1935, the Helena Earthquake was centered not far from Helena; and in 1959 the

Yellowstone Earthquake was centered just south of Jefferson County at the north end of Yellowstone Park.

Two faults have been identified in the Jefferson Valley region of the county: the Venedome fault and the Whitetail Creek fault, named after their geographic locations. However, none of the seismographically recorded earthquake epicenters that have occurred in the valley since 1982 have been located along either of these scarps, indicating they are not presently active. In addition to these faults, two other faults have been identified near the western edge of the county. The Elk Park fault and the Continental fault are both located near the Continental Divide and the Silver Bow-Jefferson County border and are also presently inactive.

The estimated reoccurrence in the Helena and Clarkston areas of an earthquake of a magnitude of 5 is about 12 years, while that of an earthquake of a magnitude of 6 is about 70 years (estimated from Montana Earthquakes, 1869-1970, by A Qamar and M. Stickney, 1983, MBMG). Although this data is approximate and cannot be directly applied to Jefferson County, it is still a fair estimate of the recurrence of earthquakes that could be felt in Jefferson County. The potential for an intense earthquake is highest in the north end of the county, the area where the most development is occurring.

SOILS

A broad range of soil types exist in Jefferson County, including loam, gravel, sand and clay, and it is important to know what soils exist on a property when potential uses are being considered. Moisture levels vary greatly as well and should be included in any investigation of soil composition.

GEOHERMAL RESOURCES

Southwest Montana is an active geothermal region and numerous hot springs and warm springs are found throughout its valleys. Because of their potential as an alternate energy source, the Montana Bureau of Mines and Geology has designated general regions that, because of their geologic history and similarity to known thermal systems, are expected to contain geothermal resources suitable for direct heat applications.

Chart 3: Areas of Geothermal in Jefferson County

KNOWN SPRINGS	APPROXIMATE AREA BOUNDARIES
None	Extreme northeast of the County (Louisville area)
Boulder	Boulder Hill south down the Boulder River Valley to La Hood.
Renova	La Hood Park west to Pipestone Hot Springs, and Southwest along the Jefferson River
None	Entire Whitetail Valley, along Little Whitetail Creek.
Pipestone	Pipestone south to the county line.

Source: Montana Bureau of Mines and Geology

The areas of geothermal potential also include areas that are known geothermal sources. Jefferson County contains four major hot springs. Specific data on each of the four Jefferson County hot springs can be found in the following table:

Chart 4: Jefferson County Hot Springs Inventory Data

SPRING NAME	ALTITUDE	SOURCE OF WATER	TEMPERATURE (deg.C)	FLOW (L/Min)
Alhambra	4,360 ft	Boulder Batholith	55.6	380
Boulder	4,850 ft	Boulder Batholith	76.0	1900
Pipestone	4,530 ft	Boulder Batholith	57.0	950
Renova	4,400 ft	Cambrian, Meagher Limestone	50.0	150

While no major attempt has been made to utilize these natural energy sources, numerous uses have been found—the oldest and most common use being the natural hot springs resort. All of the above mentioned hot springs (except Renova) are or have been developed for commercial use as resorts. The Boulder Hot Springs hotel remains as one of the most imposing historic structures in Jefferson County and is on the National Trust for Historic Preservation’s National Register of Historic Places. The hotel at Alhambra is no longer in existence, and the Pipestone Hot Springs facilities are still in place, but not actively used. The Pipestone structures are collectively an interesting historic resource and remain a potential energy source.

WETLANDS

Wetlands are low-lying areas usually flanking an active waterway or body of standing water, and are referred to as swamps, bogs, marshes or sloughs. Wetlands are often considered to be nuisances because they are typically under utilized in traditional land use terms. However, the inherent value of wetlands as natural wastewater treatment areas is now recognized. Storm water drainage plans are being specifically designed to take advantage of wetlands as areas of natural storm water deposition. Many small communities and large livestock feeding operations have created artificial wetlands that function as natural biological sewage treatment areas.

Wetlands are fragile ecosystems, supporting a range of animals, fish, insects and plants that are ultimately dependent upon high moisture content. Disruptions in the water table or fluctuations in water availability can adversely affect these features. Maintaining existing wetlands is important to animals such as migrating waterfowl, sport fish, aquatic mammals, moose, elk, and whitetail deer. The presence of fish and wildlife is important to the citizens of Jefferson County, as well as to tourists and hunters.

Wetlands are almost always located within flood plains. Construction within a flood plain area presents hazards to life, property and public health from flooding and sewage disposal.

VEGETATION

Jefferson County is a rural county, with much of the land in its natural state, undeveloped with rangeland as its principal use. Wooded mountains characterize a portion of the county, with the

land characteristics of the intervening valleys varying from wet river bottoms to dry open ranges. The forested slopes of mostly douglas fir, lodgepole and ponderosa pine, quaking aspen, spruce and juniper are interspersed with parks, meadows, swamps and sagebrush flats, which allow for the growth of grasses, wildflowers, sage, wildroses and other plants that need more sunlight. The foothills of the eastern slopes of the Continental Divide are dry, vegetated with native grasses, shrubs, juniper, and sagebrush. As the elevation decreases, the juniper gives way to dry sagebrush prairies.

Drainages of the canyons and gulches of the foothills are often spotted with isolated groves of cottonwood trees, becoming thicker as the elevation decreases and the watercourses approach rivers and creeks with year-round flows. River and creek bottoms are more heavily vegetated, with alder and willows flanking the waterways. More nutritious grasses grow in the floodplains. Along the Jefferson River floodplain, stands of cottonwood indicate the inherent wetness of the region.

Jefferson County citizens benefit from its natural vegetation, either directly or indirectly. The disparity of land types within the county supports a wide variety of wildlife, which attracts a large number of hunters yearly; ranchers depend upon the grasses of the lowlands as well as the forest to feed their livestock; farmers realize the benefit of healthy grasses and trees on and near their lands to prevent erosion; the timber industry depends upon the forested mountains to supply good lumber and many tourists, recreationists and residents are attracted by the scenic forests and plains.

WILDLIFE

The many different vegetation types, precipitation levels, temperature regimes and elevations within Jefferson County provide habitats for a wide variety of species. The wetter river bottoms provide food and shelter for waterfowl, lowland game birds, herons, small aquatic mammals, whitetail deer and bald eagles. The Jefferson and Boulder Rivers, their tributaries and a number of high mountain lakes support several species of trout. Away from the watercourses, the dry open ranges are home to animals such as antelope, rattlesnake and ground squirrels. In the arid sagebrush foothills leading to the wooded hillsides of the eastern slopes of the Continental Divide, mule deer, coyote and upland game birds can be seen.

Along the slopes of the mountains, tree cover intensifies and the precipitation level increases, providing water, security and forage for animals such as elk, grouse, mountain lion, mountain sheep, black bear and moose. At the highest elevations, determined observers can see mountain goats. Many species range from the lowlands to the forested highlands with the seasons, and some, such as beaver and rabbit, can be found at different elevations year round.

The region's abundant wildlife attracts large numbers of hunters and fisherpeople, as well as photographers and others who enjoy the outdoors. Because public lands comprise more than 50% of the county, many other visitors are drawn in search of elk, deer, and other game, and their numbers continue to grow annually. Clearly, Jefferson County's wildlife contributes to the culture and economy of its residents.

Jefferson County is largely a dry county, with the wettest portions at high elevations. Crops are grown either with the assistance of irrigation or by utilizing dry land farming techniques. As an indication of the Jefferson County climate, monthly precipitation levels and temperature highs and lows for Boulder for the past year are listed in the following table:

Chart 5: Boulder Temperature and Precipitation Data

Month	Temperature Extreme (F)	Mean Temperature (F)	Average Precipitation ⁰	Record High	Record Low
January	High: 34° F Low: 10° F	22° F	0.40. in.	58° F (1989)	-38° F (1957)
February	High: 40° F Low: 14° F	27° F	0.30 in.	65 F° (1995)	-39° F (1957)
March	High: 47° F Low: 20° F	33° F	0.52 in.	72 F° (1986)	-28° F (1955)
April	High: 56° F Low: 26° F	41° F	0.76 in	83 F° (1987)	-6° F (1997)
May	High: 65° F Low: 34° F	50° F	1.99 in.	89 F° (1986)	9 F° (1967)
June	High: 74° F Low: 42° F	58° F	1.94 in.	96 F° (1988)	22° F (1954)
July	High: 82° F Low: 47° F	65° F	1.51 in	99 F° (1960)	30° F (1949)
August	High: 82° F Low: 46° F	64° F	1.43 in.	100 F°(1961)	19° F (1992)
September	High: 71° F Low: 36° F	54° F	1.06 in.	94 F° (1950)	8° F (1965)
October	High: 60° F Low: 27° F	44° F	0.61 in.	87 F° (1992)	-14° F (1991)
November	High: 42° F Low: 18° F	30° F	0.56 in	71 F° (1999)	-34° F (1959)
December	High: 35° F Low: 11° F	23° F	0.43 in.	62 F° (1980)	-42°F (1990)

THREAT OF WILDFIRE

Wildfires often occur in open, unsettled lands and require a huge, coordinated effort costing millions of dollars to suppress as demonstrated by the Yellowstone Park fires of 1988 and the Boulder Complex fires of 2000. Wildfires are occurring with increasing frequency along the borders of forests in areas being settled by people desiring to live in rural, wooded settings. These areas are known as the “wildland/urban interface.”

Greater human occupancy may help call attention to and facilitate the quick suppression of woodland fires that result from natural causes such as lightning strikes. However, the likelihood

of fires being caused by humans is much greater. A carelessly discarded cigarette, a fallen power line, or human inattention to fires or matches are but a few of the causes of fires that may result in disasters. In recent years major fires in the drought stricken western United States have been responsible for the loss of lives, destroyed hundreds of homes and burned thousands of acres of forestland.

In Jefferson County, most of the recent residential construction has been in areas near Boulder, Whitehall, and from Jefferson City to Helena, with much of it at the wildland/urban interface. While homes near the wilderness enjoy closeness with nature, clean air and many other benefits, adequate fire prevention measures have often not been undertaken in either the subdivision of land or the construction of many structures near wildlands. Some subdivisions have been built without adequate means of alternative ingress/egress or, in some cases, with roads that are not accessible to emergency vehicles. Many of the earlier subdivisions do not have water supply systems capable of suppressing a major fire.

Homes are often located at the forest edge or in the forest itself; built out of flammable materials (wood siding and other flammable materials); constructed near the end of gulches with only one escape route or on steep hillsides with narrow, winding roads; and built on lands without adequate water. While the site or building material may be chosen for its aesthetic merit, it often has few or none of the qualities essential for the safety of both the home and its occupants in the event of a fire.

LAND UTILIZATION

The culture and economy of Jefferson County has historically been dependent upon the land itself. Geology, topography, soil type, vegetation, elevation, natural drainage and a number of other natural features affect the use of a parcel of land whether the intent is to build a commercial structure, construct a road, plant crops, graze cattle, mine ore, log timber, raise a barn or build a home. Today these factors remain important elements in the consideration of the use of land.

Early land uses in Jefferson County were directly related to the extraction and utilization of natural resources. Placer gold miners came north from Butte to placer mine the creek bottoms of the county. Along Prickly Pear Creek, Clancy Creek, Little Boulder River and other streambeds, placer remains can still be seen.

Later hard rock mining became prevalent. Nearly all of the mountain ranges in Jefferson County were dotted with active mines during the last half of the 19th century and early part of the next. The Highland Mountains, Elkhorn Mountains, Bull Mountain and the continuous range of rolling mountains between Butte and Helena were producers of basic minerals as well as precious metals.

With the hard rock mines came all of the supportive uses necessary for sustaining and improving the operations. Mills, smelters, sawmills, food crops, cattle and other food animals, stores and shops of all kinds, transportation routes, schools, and other uses that make up a community came into being in the county. Later with the establishment of Montana as a state, what is now the Montana Development Center was built in the town of Boulder.

Much of the land in Jefferson County is still being used today as it has been in the past. Although substantial acreage has been converted to residential subdivisions, a majority of agricultural land is still being used to raise cattle and grow crops. Three major mining operations are still active and contribute to a large portion of the county's economic base. Timber harvest is still being practiced in the county and although most of the product is hauled to mills outside Jefferson County, a portion is milled in the county. Finally, most of the forested mountain land is utilized much as it was when the area was first settled—for hunting and outdoor enjoyment.

In some areas, although there still remains reliance upon the land, specific uses have changed. For example, Montana City is no longer a placer mining area but the site of a plant that produces cement out of raw materials mined in the nearby vicinity. Many former mining regions have reverted back to forest, leaving some evidence of the activity (industrial, commercial and residential) of a century before. Elk Park pastures were once almost exclusively used for dairy farming, but now the area is known for beef production.

Train tracks and stations have disappeared, with the beds left as trails or paved over for new vehicular roadways. The most dramatic change is evident in northern Jefferson County where much land that had been placer mined or farmed is now used for residences.

The most obvious land use changes throughout Jefferson County have been to residential home sites. Since 1995, approximately 927 septic tank permits have been issued in Jefferson County. In addition, thousands of acres have been subdivided into parcels of twenty or more acres. Since many of these parcels have little if any infrastructure, it remains to be seen whether they will actually be converted to residential use.

MINERAL EXTRACTION

The initial growth of Jefferson County was due directly and indirectly to the mineral wealth found in the mountains and valleys of western Montana. Gold bearing placers and veins were found in many areas within the county, and many people settled in the county to feed and outfit those who mined the geologic wealth of Jefferson County and neighboring Madison, Broadwater, Silver Bow and Lewis and Clark Counties. The minerals and their extraction are significant elements of Jefferson County's past and present economies.

The remains of the mineral extraction period are many, with the regions around Jefferson City, Basin and Elkhorn containing the most significant. The town of Elkhorn is one of the most famous ghost towns in Montana and a destination for many tourists. The early citizens of the county were largely interested in the extraction of metals and it tended to dominate the culture. Although not as dominant, this influence still seen in the modern mining operations active in Jefferson County.

TIMBER HARVEST

Timber harvest has played multiple roles in Jefferson County's history. Forests cover nearly half of the county land surface. These forests provided logs for the cabins built by early settlers and

today provide lumber for homes being constructed throughout the northwest. Stock fencing and mine timbers have been produced from the county's forest resources.

In recent decades, large volumes of saw timber and post-rail material have been harvested from the forests along the western and southern areas of Jefferson County. Some of this raw material has been further processed into finished products in Clancy and in the mills located in surrounding counties. The well-managed practice of timber harvest in Jefferson County provides livelihood and a way of life for a number of the region's citizens.

FARMING & RANCHING

Farming and ranching became the dominant "industry" in the twentieth century, especially with the decline of mining. Cattle could be grazed where crops could not be grown, and through leases, large tracts of government lands provided ample summer forage. With irrigation, the lowlands provided soils for grain, hay and even sugar beets for a time. The agricultural resources of the county still exist, and are utilized in much the same manner.

For many county residents agriculture is a means of livelihood and the many cultural aspects of the ranching and farming way of life are seen throughout the county. Boulder and Whitehall have rodeo grounds. Groups such as 4-H Clubs are active, and several commercial establishments cater specifically to agricultural concerns. The open spaces/grazing lands and fields have existed virtually unchanged for over a century. The predominant land use throughout the county is agriculture, and it directly or indirectly affects all citizens, if only through the impact upon the visual landscape.

TRANSPORTATION

Two railroads ran through Cardwell and Whitehall heading east and west. A rail line also ran between Butte and Helena, providing rail service to Clancy, Jefferson City, Boulder and Basin with a main line running to Corbin and Wickes. Although abandoned, the bed of rail line between Butte and Helena still exists in sections, winding through spectacular scenery. The bed is a prime resource for utilization as a trail system. Likewise the beauty of the scenery of the southern line would make it ideal for reuse as a passenger train route. Montana Rail Link currently operates freight service on the old Northern Pacific Line near Whitehall.

Jefferson County has been tied to its neighboring communities, both economically and culturally since its establishment. The larger centers of Butte and Helena historically depended on neighboring agricultural regions for their food. Jefferson County depended on both for the processing and sale of the ores mined in the county as well as for goods and services. Now, many people have employment in the neighboring population centers but live in Jefferson County. Many of the county's citizens depend upon Butte, Helena, or even Bozeman for jobs, services and urban amenities. The ease of transportation, along with the increasing efficiency of communication makes it nearly impossible for citizens of Jefferson County to exist without being affected by outside influences. Recognizing these outside influences and utilizing them to the benefit of the county is an important part of planning for the future.

RECREATION AND TOURISM

Historically many forms of recreation attracted people to Jefferson County. The hot mineral waters at Pipestone, Boulder and Alhambra were destination resorts for many years and today visitors still come to stay at the Boulder Hot Springs Resort. Hunting and fishing were and are popular pastimes for both visitors and residents of the county. For many years, a downhill ski run was operated near Toll Mountain. Cross-country skiing and snowmobiling are still popular winter sports. The county's natural amenities have long been enjoyed by resident and visitor alike, and the existence and quality of these resources are often expressed by the county's citizens as one of the most important reasons for choosing Jefferson County as their home.

Jefferson County is bisected by two of Montana's three interstate highways. Better utilization of the cultural resources could stimulate economic growth. Tourism continues as a primary growth industry in Montana and Jefferson County.

PUBLIC FACILITIES AND PUBLIC SERVICES

Jefferson County public safety services include the sheriff's office, probation and parole, and search and rescue. There are also three ambulance services, but are not county owned. Public work services include county road, bridge, and noxious weed services. Social services in the county include public health nurses, mental health services and environmental health services. Other services include the County Extension Service, libraries in Whitehall, Boulder and Clancy and museum displays.

CHAPTER 4: THE FUTURE OF JEFFERSON COUNTY

Every indication is that the population of Montana and Jefferson County will continue to grow. With that growth will come increased need for housing, jobs and public services. The current rate of subdivision and development is anticipated to continue and most likely increase.

The future of Jefferson County's mining operations is of major importance to both Jefferson County and its neighboring communities. Because minerals are a finite resource, both of the major existing operations will eventually close. Montana Tunnels and Golden Sunlight anticipate that resources will be mined out within a decade. Mining employment will eventually recede to 1980 levels unless new mines are opened. Since the mines pay a large real estate tax, their eventual closure will cause the property tax burden to shift to other real estate. It is therefore doubly important that Jefferson County seek to expand and diversify its economic base.

Jefferson County's other basic resource industries, agriculture and forestry, are expected to continue at approximately current sustainable levels. Some fluctuations in wealth produced and taxes paid may occur in view of emerging state and federal grazing and timber harvest policies as well as research and development progress on value adding, spin off industries.

CHAPTER 5: IMPLEMENTATION AND ADOPTION

Implementation of the Jefferson County Growth Policy will require a major commitment of both public and private resources. The county is committed to furthering the goals and objectives in this policy and to that end are currently actively involved in many of the following projects to accomplish these goals. In addition to the implementation strategies listed below, the Planning Board encourages county officials and citizens to develop additional strategies to implement the goals and objectives found throughout this policy. Many factors will determine the timetable for specific elements of this implementation strategy, including financial resources, governmental action, citizen cooperation and local community programs.

CAPITAL IMPROVEMENT FUND

The Jefferson County Commissioners have established a Capital Improvement Fund to be used to plan purchase and upgrade county equipment to ensure that equipment is compatible with technological change and rapid growth. This policy requires that each county department inventory its existing equipment, project the department's needs for the next five years, and provide estimated costs. The county anticipates that the funding will be available within this five year time period to provide the following requested capital improvements for the following departments:

Jefferson County Maintenance Department

- Replace old boiler with forced air furnace or new boiler
- Construct a new building for storage only
- Construct a new building for expanded office spaces
- Construct additional office spaces for Justice Court
- Replace roof at Human Services
- Install new bathrooms at Whitehall Road/Sheriffs Office
- Replace heating, ventilation, and air conditioning at Justice Center
- Install elevator or underground tunnel in Annex
- Replace forced air furnace in Annex
- Repair and cover three tower clocks on the Courthouse
- Replace underground sprinklers on courthouse lawn
- Purchase new vehicle for Maintenance Department
- Replace all lawn equipment
- Replace all cleaning equipment
- Replace all computer equipment
- Replace all windows in Annex
- Replace all windows in Human Services
- Install overhead sprinklers in Courthouse

Jefferson County Solid Waste District

- Purchase transport trailer
- Purchase truck and hoist
- Purchase two compactors and four boxes
- Purchase converters

Jefferson County Weed District

- Purchase vehicle
- Build chemical storage facility

Jefferson County Sheriff's Department

- Purchase new vehicles
- Upgrade computer equipment

Jefferson County Road Department

The priority road improvements needed in Jefferson County are in the Boulder and Montana City areas. In the Boulder district the Elkhorn Road going from Highway 69 to the town of Elkhorn would be the first priority. In the Clancy area, the Clancy Creek and Lump Gulch roads should be considered.

The Elkhorn road is seeing considerably more traffic of all different types. In recent years there has been a large increase in the tourist traffic using the road in order to visit Elkhorn as it is being promoted by the state of Montana and locally as a tourist destination. In 2001, there was renewed mining activity just south of Elkhorn. This mining is still active and those involved have expectations of long-term expansion. During the summer of 2002, Sun Mountain Logging ran on average 15 trucks per day hauling logs from the Elkhorn area. The current logging project has a short life expectancy, but there is always some logging activity in the area. As always the road is used for forest access to hunt and hike the Elkhorns. In the winter there is plenty of traffic by people using the Elkhorns for winter recreation such as snowmobiling and cross-country skiing.

The Elkhorn Road is twelve miles long and it is narrow, winding and of native surface material. The road has served its purpose in the past but is inadequate for today's needs. The road is located approximately six miles south of Boulder, Montana, off State Highway 69. Jefferson County does not currently have the equipment, personnel, or funding available to upgrade the Elkhorn Road to meet the current needs, let alone the future needs.

The Clancy Creek and Lump Gulch roads are heavily traveled roads with many people living in the areas and many people using the roads for forest access. Both of these roads are approximately seven miles long. They were not designed for the amount of daily traffic they currently have. There are many natural hazards from the way they were constructed. The roads are narrow with many tight curves and blind hills. The road right of ways have never been

defined resulting in many encroachments from fences, trees, and buildings. These roads are lacking many culverts resulting in very poor drainage. The road surfaces are native decomposed granite and do not hold up well causing constant maintenance problems.

All three of the roads mentioned above are prime for complete reconstruction and at least an imported gravel surface. The Jefferson County Road Department does not have the equipment, personnel, or financial resources necessary to make these upgrades. These roads are prime for Capital Improvement Funds.

FUTURE LAND USE AND DEVELOPMENT

The Jefferson County Planning Board recommends the following steps to ensure that neighborhood plans provide the following direction to developers:

- Allow development clustering to minimize costs of services, stabilize community service costs, encourage efficient use of land and encourage open space preservation.
- Assist groups of property owners, when requested, to implement measures designed to protect the economic viability and character of their areas for appropriate land uses.
- Amend the county subdivision regulations to implement the dual objectives of stabilizing Jefferson County's economic base and protecting those features most valued by county citizens.
- Implement revised subdivision regulations that require all subdivisions to:
 - Provide proof of adequate potable water;
 - Acceptable sewage disposal and storm water drainage;
 - Appropriate fire protection, emergency access, and ingress/egress roads;
 - Dust control plans;
 - Weed control plans;
 - Fire protection plans; and
 - Wildlife corridor plans.

In addition, the Planning Board recommends that the current land use system be amended. The Board suggests that Jefferson County develop and maintain a land use classification system that will:

- 1) Encourage the protection of county land areas for agriculture, timber, and mineral resource utilization and discourage urban uses that are not directly associated with basic resource uses or otherwise do not otherwise make a net positive contribution to the county's tax base.
- 2) Identify basic resource areas subject to development and use constraints including public ownership, steep slope, flood susceptibility, poor access, and lack of potable water supply and/or fire suppression capability to discourage development in identified areas.

- 3) Define the intent, purpose and definitions of land use classifications as follows: (These classifications are compatible with the land use classification map at the end of this policy.)
 - a) Basic Resources-Intent: To protect these areas for agriculture, timber and mineral resource utilization, but not to exclude other types of development.
 - b) Basic Resources with Development Constraints-Intent: To identify basic resource areas subject to development and use constraints including public ownership, steep slope, flood susceptibility, poor access, lack of potable water supply and/or fire suppression capability.
 - c) Residential-Very Low Density-Intent: To identify tracts that have been subdivided into 20 plus acre parcels; to encourage their reassemblage into larger tracts suitable for basic resource production; or, in certain areas within reasonable proximity to urban services, to encourage resubdivision into well planned, efficient urban type developments.
 - d) Residential-Low Density-Intent: To encourage well planned residential subdivision and construction at average densities of one dwelling unit 1-20 acres in reasonable proximity to and easily reached by urban services including fire, police and school buses.
 - e) Residential-Urban Density-Intent: To encourage well planned, compact residential development and construction at densities in excess of one dwelling unit/acre in areas within close proximity to established neighborhoods and facilities: the objective being to maximize efficiency of public service while protecting community character and amenities.
 - f) Commercial-Potential-Intent: To encourage the preservation of commercial-potential intent properties for orderly, well planned commercial development.
 - g) Commercial-Current-Intent: To encourage the continued use, strengthening and expansion of current commercial areas.
 - h) Mining-Active Surface-Intent: To encourage the maximum utilization of mineral resource areas currently being mined or planned to be developed for surface mining activities in a manner consistent with community protection objectives.
 - i) Mining and Industrial-Intensive Mineral Processing and Industrial Uses-Intent: To encourage the preservation of, continued use and expansion of these areas for mining, processing, or industrial activities in a manner that will provide fair and reasonable protection of properties in nearby vicinities.
- 4) Consider the creation of tax increment financing districts to support the creation of secondary value-adding industry.

LOCAL “VICINITY” OR NEIGHBORHOOD PLANS

Jefferson County is made up of a number of distinct “communities” or “vicinities”. Some, for example Basin and Clancy, are small towns; some, like Montana City and Toll Mountain, are generally defined settlement areas associated with former towns or physical features while others, such as Elk Park and Boulder Valley, are ranching and farming areas covering thousands of acres. Two of the Jefferson County’s communities, Whitehall and Boulder, are incorporated municipalities with their own governing structures.

The citizens of each of the” vicinities” are invited and encouraged to request the Planning Board’s assistance in preparing planning and implementation programs in their areas. By developing” vicinity “ or “community” plans that are consistent with the County Growth Policy, but which reflect the unique character of the vicinities of their citizens, the county’s diversity of places and people can be maintained and strengthened. These vicinity or community plans and implementing resolutions could, for example, include “performance standards” covering noise levels; air pollution, including odor and opacity; water or soil pollution; or the handling, treating or disposing of hazardous waste. These plans could also include siting requirements for various uses and facilities, including for example, those that handle, treat or dispose of hazardous or solid waste. This is consistent with the county goal to “maintain the county citizen’s independent lifestyle, maximizing volunteerism and minimizing governmental intervention to the extent possible...” The Planning Board looks forward to assisting the citizens of Jefferson County accomplish this objective.

INTERGOVERNMENTAL COORDINATION

Schedule periodic meetings between the County Planning Board, planning personnel and representatives of the school district to assure the efficient coordination of county and school district planning and development activities.

Institute regular working meetings with neighboring counties to consider subjects of mutual interest and develop solutions prior to “crisis” occurrences. Develop similar forums with the Cities of Boulder and Whitehall.

Institute regular meetings with state and federal agencies that control substantial property in Jefferson County to ensure full consideration of county concerns as policies are formulated concerning issues such as public access wildlife management, grazing rights, water rights, and fire suppression.

Another method of ensuring implementation of this policy is the involvement and interaction between local government and the state or federal government in all phases of planning. Because decisions made at the state or federal level can have significant impacts on local governments, it is imperative that communication exists between all levels of government and

that the local planning process is commensurate with the general provisions of state and federal regulations.

RIGHT TO FARM POLICY

The Jefferson County Commission has adopted a resolution called the “Right to Farm and Ranch Policy.” For the text of this resolution, see the Appendix. This resolution was developed by the Planning Board and is designed to provide a forum for resolution of disputes between agricultural operators and nonagricultural residents and visitors to Jefferson County. This resolution is intended to:

- Conserve, enhance, and encourage ranching, farming, and all manner of agricultural activities and operations within and throughout Jefferson County where appropriate.
- Minimize potential conflicts between agricultural and non agricultural users of the land in Jefferson County.
- Educate new rural residents and long-time agricultural operators alike to their rights, responsibilities, and obligations relating to agricultural activities.
- Integrate planning efforts to provide for the retention of traditional and important agricultural lands in agricultural production as well as the opportunity for reasonable residential and other development.

COMMUNITY SERVICES

The Planning Board encourages continued support for county fire council’s efforts to provide immediate and long-term fire protection for local areas, including support in the areas of facilities, equipment and training with special emphasis on preventative measures including education and crisis response programs to mitigate the extreme dangers associated with development at the wildland/urban interfaces.

Implementation of programs that will provide for reasonable protection of citizens and property by implementing Enhanced 911 and 24 hour emergency medical service, by retaining adequate fire and police personnel, and by encouraging innovative volunteer programs.

Encourage programs and activities of the County Library Board designed to expand hours and broaden the service capabilities of the libraries serving county residents. Currently there are three libraries in Jefferson County located in Boulder, Whitehall and Clancy.

PRESERVE NATURAL ENVIRONMENT

Jefferson County Growth Policy

Enforce current regulations, and adopt new ones as may be needed, designed to prohibit the proliferation of junk, trash, weeds, and other unsightly nuisances.

Fully implement floodplain and wetland protection policies and regulations to protect the health and safety of citizens as well as preserve wildlife habitat and natural biological treatment of groundwater runoff.

Develop and implement policies and programs that encourage residential and commercial growth while addressing such issues as:

- Conservation of soil;
- Protection of water and air quality;
- Reduction of noxious weed infestation;
- Protection of wildlife habitat; and,
- Promotion of other resource conservation programs and activities.

Promote visual appearance guidelines including the placement of utilities underground in residential subdivisions and commercial districts that will assure protection of neighboring properties and surrounding areas.

Develop a wildfire prevention strategy for all existing forest land in Jefferson County. Implement policies and procedures that ensure all existing and future subdivisions work with county, state and federal agencies to ensure wildfire prevention and wildfire fighting capabilities.

Provide for review of the topography of development sites to determine its suitability for development. Attention should be given to the slope, drainage, rock formations and other topographical characteristics, especially when a subdivision or larger development is proposed. Accessibility, earthquake and fire danger, water availability and even landscaping are influenced by topography and must be fully considered in site designs.

PROMOTE HISTORIC & CULTURAL FEATURES

Establish a volunteer committees, in coordination with the cities of Boulder, Clancy and Whitehall and Jefferson County's museums and libraries, to prepare a plan to protect and promote the county's many historic and prehistoric sites, including mining structures, bridges and trestles, homesteads, fossil sites and Indian settlements. In addition, these committees should promote and coordinate the gathering of artifacts and reminders of the area's rich cultural heritage, including oral histories, family pictures, etc., appropriate for preservation and reference in county and/or community archive facilities.

Coordinate a public issues community awareness program in cooperation with schools, libraries, volunteer fire departments, other community organizations and state and federal agencies. Develop educational materials and programs to inform Jefferson County residents of the unique issues and responsibilities connected with living in an agrarian community.

Organize the development of educational materials and programs designed to inform the community of the issues and problems associated with unregulated development. Stimulate programs designed to involve citizens in solutions to community problems.

WATER SUPPLY & SANITARY, STORM, AND SOLID WASTE

Adopt and enforce procedures that will assure that all sewage and solid waste collection and disposal facilities are designed, located and maintained in a manner that will protect against the pollution of ground and surface waters and the degradation of visual and other sensory environmental elements.

Stimulate the development of a comprehensive recycling program, including the facilities for recycling oil, adapted to the needs of both rural and urbanized areas of Jefferson County.

Foster watershed management and aquifer protection programs for better understanding of how to monitor public and private water supplies towards ensuring the continuing availability of quality, potable water.

Promote the Jefferson County Floodplain resolution to be compatible with state regulations.

AMENDMENTS

Revisions to this policy may alter the land use classification map, modify the policy text, refine proposals for specific areas in the form of neighborhood or vicinity plans or amend and modify other chapters to the policy.

In order for the policy to remain vital, regular review and occasional amendments will be necessary.

State law makes provisions for adoption, revision or rejection of a Growth Policy in 76-1-604, MCA; Adoption, revision, or rejection of Growth Policy.

The Jefferson County Planning Board anticipates that the policy will be reviewed and updated every 5 years. This review will be based on an evaluation of trends in population, the economy and development patterns. Recommendations for revision will be made to the County Commissioners. The Planning Board, County Commission, or citizens of Jefferson County may initiate policy revisions as set forth in 76-1604, MCA.

The policy may be revised when any review has identified necessary changes or when changes to the plan are deemed to be in the public interest by the Planning Board and/or the County Commission.

Pursuant to 76-1-605, MCA, after adoption of this policy, the Jefferson County Commission “must be guided by and give consideration to the general policy and pattern of development set out in the Growth Policy.”

Jefferson County Growth Policy

CHAPTER 6: CONCLUSION

**JEFFERSON COUNTY PLANNING BOARD
COURTHOUSE, P.O. BOX H
BOULDER, MONTANA 59632**

May, 2003

To the Citizens of Jefferson County:

The Jefferson County Planning Board is pleased to present to the citizens of Jefferson County the preceding document, the Jefferson County Growth Policy. The Growth Policy has been developed through the efforts of numerous Jefferson County citizens, Planning Board members, county staff members, and the County Commission. The process was started in early 2000 with community meetings called "Visioning Jefferson County". Letters were mailed to all parties listed on the Jefferson County tax roles, followed by listening posts and community meetings throughout the county to gather concerns and recommendations for the future of Jefferson County. The Planning Board and staff then reviewed these recommendations in relationship to the 1993 Jefferson County Comprehensive Plan and arrived at the preceding Growth Policy for review by the citizens and adoption by the Jefferson County Commission.

This Growth Policy is, by necessity and practicality, very general and will serve primarily as a guide for making future decisions in regard to planning efforts in Jefferson County. While not everything is included in the Growth Policy, the Planning Board feels that a well balanced policy has resulted which is a good reflection of the county's heritage, values, and aspirations. The Growth Policy belongs to each citizen of Jefferson County and should provide a source of information and guidance into the future for the county.

Many people provided countless hours in the development of this Growth Policy. The people providing work and support for this document are too numerous to list, but the Planning Board would like to thank them for their efforts. In addition, the Planning Board wishes to thank the current Jefferson County Commission; Sherry Cargill, Chair, Tomas E. Lythgoe, and Chuck Notbohm; and former County Commissioners, Glenna Obie and Sam Samson, for their active involvement and full support. Finally, the Planning Board would like to acknowledge the tremendous efforts of J. Bryher Herak for taking notes, charts, graphs, and other data and assembling it into an easy to read format for the Growth Policy.

It is with a sense of great pride, appreciation, and accomplishment that the Planning Board presents this Growth Policy to the citizens of Jefferson County.

Sincerely,


Gerry Keogh, Chairman
Jefferson County Planning Board

APPENDIX

- APPENDIX 1: Glossary
- APPENDIX 2: Right to Farm Policy
- APPENDIX 3: Jefferson County COCS Study
- APPENDIX 4: Jefferson County Buildout Plan
- APPENDIX 5: Jefferson County Land Use Classification Map

APPENDIX 1
GLOSSARY OF SELECTED TERMS

APPENDIX 1: GLOSSARY OF SELECTED TERMS

BLOCK: A group of lots, tracts or parcels within well-defined and fixed boundaries.

CAPITAL INVESTMENT: Money spent to build, expand, or otherwise improve major public facilities.

CAPITAL IMPROVEMENT PLAN (CIP): A plan outlining where, when and how much a community or county plans to invest in major public facilities over the next 5-10 years. A CIP may address items such as roads and bridges, emergency service facilities and equipment, school and library buildings, sewer and water systems, solid waste disposal sites.

CLUSTERED DEVELOPMENT, OR CLUSTERING: Grouped houses on part of a property while maintaining a large amount of open space on the remaining land.

COMMERCIAL: A commercial use is any business, retail trade, or service activity. In county subdivision regulations, home occupations, those commercial activities conducted completely within the confines of a primary residence, are excluded from commercial standards.

DENSITY: The number of buildings or housing units on a particular area of land.

DWELLING UNIT: Any building or portion thereof providing complete, independent and permanent living facilities for one family.

EMERGENCY SERVICES: Community services such as fire protection, law enforcement, ambulance services, quick response, search and rescue, flood and disaster relief. Emergency services are generally provided by local governments or private, non-profit organizations.

FLOOD: The water of any watercourse or drainage which is above the bank or outside the channel and banks of such watercourse or drainage.

FLOOD OF 100 YEAR FREQUENCY: A flood magnitude expected to recur on the average of one every 100 years, or a flood magnitude which has a one percent chance of occurring in any given year.

FLOODPLAIN: The area adjoining the watercourse or drainage that would be covered by the floodwater of a flood of 100 year frequency.

FLOODWAY: The channel of a watercourse or drainage and those portions of the floodplain adjoining the channel which are reasonably required to carry and discharge the floodwater of any watercourse or drainage.

GOAL: A goal is a broad, generalized expression of a commonly held community value regarding growth, development patterns and quality of life. Goals, as used in this policy, express the primary theme or general intent and direction of the policy.

GROWTH POLICY: (Pursuant to Chapter 76, MCA) A publicly prepared plan which describes current and future conditions of a community or county, outlines goals and objectives for land use and other features of community life, and recommends implementation measures designed to help achieve the goals.

INFRASTRUCTURE: Public facilities such as sewer and water systems, roads, bridges, and buildings.

LAND EXCHANGE: Typically, the process by which a public land management agency trades or sells a parcel of public land in exchange for the acquisition of land which is deemed to hold higher resource values for public purposes.

LOT: A parcel, plot or other land area created by subdivision for sale, rent, or lease.

MUNICIPALITY: An incorporated city or town.

MINOR SUBDIVISIONS: A subdivision containing five or fewer parcels where proper access to all lots is provided, where no land in the subdivision will be dedicated to public use for parks or playgrounds.

MONTANA DEPARTMENT OF ENVIRONMENTAL QUALITY MINIMUM STANDARDS: Minimum standards as set forth by the Division of Environmental Sciences of the Montana Department of Environmental Quality, adopted pursuant to Title 76, Chapter 4, Part I, MCA.

POLICY: A policy, as used herein, is a fairly precise statement of how community government will exercise its regulatory powers and fiscal resources to achieve a specific goal.

OPEN SPACE: Defined by Montana statutes as "...any land which is provided or preserved for: (a) park or recreational purposes; (b) conservation of land or other natural resources; (c) historic or scenic purposes; or (d) assisting in the shaping of the character, direction, and timing of community development."

PLANNING BOARD: The Jefferson County Planning Board formed pursuant to Title 76, Chapter 1, MCA.

OBJECTIVE: An objective is a narrowly defined and concrete expression of community intent. In this policy, a goal may contain one or more objectives with each objective responsive to a particular aspect of a broadly stated goal.

PRIME FARMLAND: As defined by the Natural Resources Conservation Service, those lands which are best suited to producing food, feed, forage, fiber, and oilseed crops. In Jefferson County, prime farmland has an adequate and dependable supply of irrigation water, favorable temperature and growing season, and acceptable acidity and alkalinity.

PUBLIC IMPROVEMENT: Any structure or facility constructed to serve the residents of a subdivision or the general public such as parks, streets and roads, sidewalks, curbs and gutters, street lighting, utilities and systems for water supply, sewage disposal and drainage.

RIGHT-OF-WAY: A strip of land dedicated or acquired for use as a private or public travel way.

RIGHT TO FARM: A Montana state law (Section 27-30-101, MCA) which excludes standard agricultural practices from being considered ‘nuisances.’ Jefferson County has adopted a similar resolution.

SUBDIVISION: A division of land or land so divided which creates one or more parcels containing less than 160 acres, exclusive of public roadways, in order that the title to or possession of the parcels may be sold, rented, leased, or otherwise conveyed, and shall include any re-subdivision; and shall further include any condominium or area, regardless of its size, which provides or will provide multiple space for recreational camping vehicles, or mobile homes. A subdivision shall comprise only those parcels less than 160 acres which have been segregated from the original tract, and the plat thereof shall show all such parcels whether contiguous or not. Provided, however, condominiums constructed on land divided in compliance with the Montana Subdivision Platting Act are exempt from the provisions of the act.

TRACT: Land area proposed to be subdivided.

WATERSHED: All of the land from which water flows into a particular water body.

WILDLAND/URBAN INTERFACE: Borders of forest and/or woodland areas being settled by people desiring to live in rural, wooded settings.

ZONING: A regulatory tool available to landowners and local governments to designate the location and character of various land uses. In Jefferson County all zoning has been citizen initiated.

APPENDIX 2: RIGHT TO FARM RESOLUTION

**RESOLUTION 31-2002
JEFFERSON COUNTY, MONTANA**

**RESOLUTION TO ADOPT
A RIGHT TO FARM AND RANCH POLICY**

WHEREAS, the changing nature of land use and demography in particular parts of, and throughout Jefferson County have increased incidence of conflicts between agricultural operators and visitors and residents of rural Jefferson County, and have begun to threaten the economic viability of agricultural operations; and

WHEREAS, examples of such conflicts include, but are not limited to: harassment of livestock and livestock losses due to free roaming dogs; trespass by livestock; livestock on highways and county roads; leaving gates open; fence construction and maintenance; chemical applications; maintenance of ditches across private property; storm water management; burning of ditches; complaints about noise, dust, and odor; disposal of dead animals; weeds and pest control; and trespass; and

WHEREAS, all of Jefferson County, in its entirety, is open range (81-4-203, MCA).

WHEREAS, it is desirable to protect agricultural operators from complaints about legal and non-legal agricultural operations and activities; and

WHEREAS, it is desirable to educate the public and non-agricultural residents and visitors to Jefferson County about the existence, validity, and importance of Jefferson County's agricultural operations and activities; and

WHEREAS, it is desirable that the Board of County Commissioners provide a forum for resolution of disputes between agricultural operators and non-agricultural residents and visitors to unincorporated areas in Jefferson County; and

WHEREAS, pursuant to this resolution the Board shall attempt and aspire to:

- a. Conserve, enhance, and encourage ranching, farming, and all manner of agricultural activities and operations within and throughout Jefferson County where appropriate;
- b. Minimize potential conflicts between agricultural and non-agricultural users of land in the county;
- c. Educate new residents and long-time agricultural operators alike to their rights, responsibilities, and obligations relating to agricultural activities, and
- d. Integrate planning efforts to provide for retention of traditional and important agricultural lands in agricultural production as well as the opportunity for reasonable residential and other development; and

WHEREAS, the Board has determined that it is desirable and beneficial to the citizens of Jefferson County to establish and adopt by resolution a Right to Farm and Ranch Policy involving elements of protection of agricultural operations, education of property owners and the public, and resolution of disputes; and

WHEREAS, the establishment and adoption of such a Right to Farm and Ranch Policy would serve and promote the public health, safety, and welfare of the citizens of Jefferson County,

NOW THEREFORE, BE IT RESOLVED by the Board of County Commissioners of Jefferson County, Montana that:

1. Policy Statement: It is the policy of the Board of County Commissioners of Jefferson County, as set forth herein that: Ranching, farming, and all manner of agricultural activities and operations within and throughout Jefferson County are integral elements of and necessary for the continued vitality of Jefferson County's history, economy, landscape, open space, lifestyle, and culture. Given their importance to Jefferson County, and the State of Montana, agricultural lands and operations are worthy of recognition and protection.
 - A. Landowners, residents, and visitors must be prepared to accept the activities, sights, sounds, and smells of Jefferson County's agricultural operations as a normal and necessary aspect of living in the county with a strong rural character and a healthy agricultural sector. Those with an urban sensitivity may perceive such activities, sights, sounds, and smells only as a inconvenience, eyesore, noise or odor. However, state law and county policy provide that ranching, farming, or other agricultural activities and operations within Jefferson County shall not be considered to be nuisances so long as operated in conformance with the law and in non-negligent manner. Therefore, all must be prepared to encounter noises, odors, lights, mud, dust, smoke, chemicals, machinery on public roads, livestock on public roads, storage and disposal of manure, and the application by spraying or otherwise of chemical fertilizers, soil amendments, herbicides, and pesticides, any one or more of which may naturally occur as a part of legal and non-negligent agricultural operations.
 - B. In addition, all owners of land, whether agricultural business, farm, ranch, or residence have obligations under state law and county regulation with regard to the maintenance of fences. Livestock must be fenced out (open

range). Irrigators have the right to maintain irrigation ditches through established easements that transports water for their use and said irrigation ditches are not to be used for the dumping of refuse. Landowners are responsible for controlling of weeds, using property in accordance with zoning, and prohibit maintaining vicious animals as defined by state statutes or local ordinances (No. 96-01). All residents and landowners are encouraged to learn about these rights and responsibilities and act as good neighbors and citizens of the county.

C. Conflicts include, but are not limited to: trespass; harassment of livestock and livestock losses due to free roaming dogs; trespass by livestock, livestock on highways, county and private roads; leaving gates open; fence maintenance; harvest and transportation of agricultural and silvicultural crops; agricultural and prescribed burning; complaints of noise, dust, aesthetics, and odor resulting from production and processing operations; disposal of dead animals; weed, pest and predator control.

D. Jefferson County may establish a dispute resolution procedure with mediators to informally resolve conflicts that may arise between landowners or residents relating to agricultural operations or activities.

E. When neighboring landowners can not come to an agreement or understanding about fences, ditches, livestock, or other agricultural issues, this may be the forum used to resolve disputes. Mediators must be knowledgeable, solution oriented, and at least one such mediator in each dispute must be directly involved in agriculture or an agriculture producer must serve in an advisory role to the trained mediator.

2. Public Education and Information Campaign: The Board, through the Jefferson County Planning Board, the Jefferson County Extension Office of the Montana State University Cooperative Extension Service, and through the use of the county, staff as needed, shall support efforts to educate and inform the public of the Right to Farm and Ranch Policy.
3. People need to be aware that children and adults are exposed to different hazards in the country than in urban or suburban settings. Farm equipment, ponds and irrigation ditches, electrical power for pumps/center pivot operations and electrical fences, traffic, use of agricultural chemicals, territorial farm dogs, and livestock present real threats to

Jefferson County Growth Policy

children and adults. Controlling children's activities is important, not only for their safety, but also for the protection of the farmer's livelihood. Open irrigation waters are essential to agriculture and have legal right of ways that must not be obstructed. Open ditch operations often result in seepage and spills of storm waters in unpredictable locations and times.

4. Property Owner Notification: The Board, through the Jefferson County Planning Board and Montana State University Extension Service, may notify the owners of land within the county by the following means:
 - A. This document will be distributed as widely as possible throughout the county.
 - B. The Board of County Commissioners may initiate amendments to the county subdivision regulations to provide that the notification of the Policy and Policy statement shall be made at the time of any rural subdivision or related land use approval and a note to that effect shall appear on any Plat outside an incorporated area so approved.
 - C. In addition, the Board shall encourage title companies and real estate brokers county-wide to voluntarily disclose the Policy to purchasers of the real property in Jefferson County.

5. Jefferson County should utilize existing and develop needed intergovernmental agreements with cities, towns, and other governmental agencies to ensure that this resolution is effective in those agricultural areas that are within the limits of Jefferson County.

ADOPTED this 23 day of Oct, 2002.

BY THE BOARD OF COUNTY COMMISSIONERS OF JEFFERSON COUNTY, MONTANA

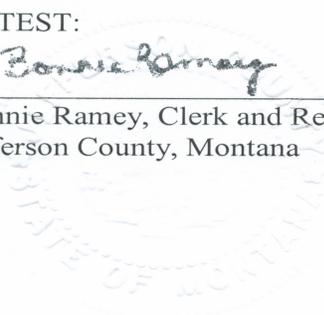

Sherry Cargill, Chair


Tomas E. Lythgoe, Member


Sam Samson, Member

ATTEST:


Bonnie Ramey, Clerk and Recorder
Jefferson County, Montana *cm*



APPENDIX 3: COCS STUDY

**Cost of Community Services
in
Jefferson County, Montana**

by Beth Murphy

**sponsored by the
Jefferson County Planning Board**

January 2001

Jefferson County Growth Policy

Results Summary

LAND USE RATIO CALCULATION	Residential	Ag/Open	Commercial	Industrial	Total
total revenues	\$4,323,665	\$1,182,356	\$600,607	\$4,740,074	\$10,846,701
total expenditures	\$9,357,182	\$350,874	\$464,005	\$257,321	\$10,429,376
Ratio expressed dollar-to-dollar	\$1 to \$2.16	\$1 to \$0.29	\$1 to \$0.77	\$1 to \$0.05	

NOTE: end totals do not equal due to funds carried-over from before this fiscal year, or held in accounts until the following fiscal year.

INTRODUCTION

What is a Cost of Community Services Study?

Cost of Community Services studies (COCS) compare different land uses by the revenue they generate versus the services they require. Each land use (residential, agricultural, etc) contributes to county revenue. The COCS determines whether the county provides more, less, or the same amount in services for what was paid. County revenue and expenditure reports for a specific fiscal year are investigated. The data are reorganized to assign each revenue line-item, and each expenditure line-item, to land use categories. In the end, a dollar-paid vs. dollar-spent ratio is calculated for each category.

Communities across the country are doing or have done a COCS. Although each study is unique to its area, common guidelines are followed based on methods developed by the American Farmland Trust. In Montana, Jefferson County joins several others (including Broadwater, Carbon, Gallatin, and Flathead) in researching land use in this way. The COCS is a valuable tool for community planning because it shows the impact each land use has on the county's overall finances.

Jefferson County, Montana

Jefferson County, Montana, is a picturesque region typical of the Rocky Mountain/High Plains area in which it is found. Landscapes vary from rolling grassland near Cardwell and Whitehall, to mountainous terrain near Basin and Jefferson City. The county seat is the town of Boulder, which sits in a valley with the Helena National Forest to the East, and the Deer Lodge National Forest to the West. County residents enjoy the fishing, hunting, hiking, social-life and solitude, that this beautiful area provides.

The Jefferson County Commissioners, who are elected officials, and the Jefferson County Planning Board, which is comprised of citizen members, sponsored this COCS as a part of their bigger task: revising the Growth Policy for the county. An existing Growth Policy from 1993 (then called Comprehensive Plan) needs to be updated to comply with new state legislation and to re-evaluate new growth trends in the county. This study presents financial data for the county. It is a first step in the larger planning process. In general, factual information leads to better decisions, and this study helps the people of Jefferson County understand the relationship between taxes and land use, and can help them make informed choices about how to best guide future growth.

METHODOLOGY

This study reorganizes local financial data to show the demand for services by different land uses in Jefferson County. Five basic steps are followed:

1. Define land use categories
2. Collect budget data
3. Allocate revenues to land use categories
4. Allocate expenditures to land use categories
5. Compare these data (calculate ratios)

Jefferson County Growth Policy

Allocating revenues and expenditures to land use categories is the crucial part. Considerable time and effort along with the help of local officials is required to ensure reliable results. An example from the revenue side was determining what code "04-2001, 1 AC farmstead AG" meant. Was it agricultural? Or was it residential? An interview at the county assessor's office revealed that this represented the 1 acre residential parcel that lies within a larger agricultural parcel. The taxes on the 1 acre parcel were, thus, entirely residential. The taxes on the remaining land, which was coded elsewhere, were assigned to agricultural land use. Each expenditure made by the county required similar investigation and decision making. Lastly, in keeping with accepted COCS methodology, all school expenditures were assigned to the residential land use category.

SCOPE

Included in this Jefferson County study are services provided by county government and school districts only. Municipal government services, such as the Town of Boulder and the Town of Whitehall, and special districts such as fire districts, and mosquito districts, are not included in the analysis.

This study covered one fiscal year: July 1, 1999 to June 30, 2000. It is therefore a "snapshot" in time. This COCS does not predict the future impacts of new development, but simply identifies the current contributions of existing land uses.

Jefferson County Findings

1) Definition of Land Use Categories

Land use categories tend to be similar in all COCS studies. Most communities have some residential land, some commercial land, and some open land. For Jefferson County, four distinct land use categories were used.

Residential: property used as dwellings, including houses, mobile homes, apartments, and farmhouses. All forms of residences are included in this category based on the type of services they demand. No distinction is made between the size, value, or type of development of residences.

Agricultural/timberland/open space: farm and range lands, privately owned forested land, open lands, and vacant (undeveloped) land. State and National forests are excluded from this report as will be discussed later.

Commercial: properties actively used for business other than industrial, agriculture and forestry.

Industrial: properties actively used for wholesale production, includes mines and cement factory, and utilities such as power, telephone, and railroads.

2) Collection of Data

Four important reports were needed to do this COCS: a property tax code report from the county assessor's office; detailed revenue and expenditure reports from the clerk & recorder's office; and School Trustee year-end reports for each school district from the county Superintendent of Schools.

Further information was gathered through frequent interviewing, and research of supporting documents such as court records, and motor vehicle statistics. These are identified and explained throughout this report and a list of contacts is provided following this report.

3) Allocation of Revenues to Land Use Categories

Data Sources and Exclusions

Jefferson County revenue data were taken from the county revenue report for fiscal year 1999/2000. Jefferson County school districts revenue data were taken from the school district trustees reports for fiscal year 1999/2000. Revenues received from State and Federal sources not generated in Jefferson County were treated separately, as these funds are not paid from a Jefferson County land use category. This study traces monies from and services to Jefferson County sources, not the whole state of Montana nor the whole United States. When revenue came into the county from State and Federal sources, those amounts were excluded from the analysis, although they are listed in the appendices. It is important that this report shows the relationship between *county* generated money, and *county* services provided.

To omit the non-county amounts on the revenue side of things meant those same amounts had to be left out on the expenditure side. For example, county libraries received a revenue from the Bill & Melinda Gates (of Microsoft) Foundation in the amount of \$11,768. Because the money didn't come from Jefferson County, it was subtracted from the library section of both the revenue and the expenditure reports.

State and Federal lands were also excluded from the analysis. Those lands contribute revenue in the form of Payments in Lieu of Taxes, or PILT money, and/or other payments. This

is another example of non-county money that was excluded. But it is important to note that these lands are excluded, not just the payment they bring-in, because there is no decision-making at the Jefferson County level for their use.

property taxes

Property taxes (real, personal, and vehicle) account for about 54% of county generated revenue. The county assessor's office provided property tax code reports for tax years 1999 and 2000. These were adjusted for fiscal year 1999/2000 by totaling half of 1999 and half of 2000. The county treasurer's office provided a motor vehicle remittance report showing sums for fiscal year 1999/2000.

Using the property tax code report, the total taxable value of property attributable to each land use category was determined. The total taxable value for all property in the county was approximately \$21 million. The taxable value for each category is shown in the table below.

Table 1

Taxable value	residential	agriculture/open	commercial	industrial
taxable value	\$5,884,988	\$2,837,292	\$715,351	\$11,579,031
percent of total	28%	14%	3%	55%

The assignment of property to a land use category is based on the type of services the land use demands. Normally, assigning a category is straightforward. For example, residential lots are in the residential category. However, residential tract land (land that has been subdivided into less-than-20-acre parcels, but is still open) was included in the ag/open land category. If there are no dwellings there, then residential-type services are not yet demanded. Similarly, commercial tract land was also included in the ag/open category.

Based on the motor vehicle remittance report, 92% of vehicle taxes were attributed to the residential land use category. The remaining 8% was assigned, based on interviews with the treasurer, to the ag/open category (2%), commercial (4%), and industrial (2%). The county also collects a separate fleet fee from some commercial entities. Though not a tax, it constitutes approximately another 2% of motor vehicle revenue attributable to the commercial land use category.

Table 2

Motor vehicle tax	residential	ag/open	commercial	industrial	Total
Amount	\$1,858,583	\$40,403	\$80,808	\$40,403	\$2,020,199
percent of total	92%	2%	4%	2%	100%

Allocation of Revenue Line Items

The county year-end revenue report is a 56 page document with a section for each county account, most of which correspond to a single department. For example, there are specific accounts for the road department, the health department, and the sheriff's department. There are also accounts for unique services, such as the fair, hard rock mining, and employee health care.

In each account, revenues were listed beginning with tax revenue, followed by revenue from licenses, charges, and fees of that specific department.

Allocating each amount (each “line item”) to a land use category was done in one of two ways. First, if the revenue was a TAX revenue, then the percentages shown Table 1 were applied to the amount. Thus, when the road department received \$203,282 in tax revenue, 28% (or \$56,919) was allocated to the residential category. Similarly, allocations were made to the ag/open(14%), commercial(3%), and industrial(55%) categories. The road department also received \$20,869 in vehicle tax, so that amount was allocated using Motor Vehicle Tax percentages shown in Table 2.

The second way revenue was allocated was by direct attribution, requiring examination of where the money came from. For example, the county sells gambling machine permits to businesses. Thus, all of the gambling machine permit revenue was assigned to the commercial land use category. The following table summarizes the revenue findings. A more detailed list is found in the revenue appendix.

Table 3

Revenue category	residential	ag/open	commercial	industrial	total
Property tax	\$883,914	\$243,489	\$68,286	\$930,146	\$2,125,835
License/permit	\$102,540	\$2,143	\$11,253	\$187,436	\$303,373
intergovernmental	\$19,146	\$224	\$104,160	\$1,664	\$125,194
charges for service	\$676,120	\$63,706	\$148,853	\$17,474	\$906,153
finer & forfeitures	\$36,449	\$7	\$1,937	\$0	\$38,393
miscellaneous	\$113,900	\$32,465	\$39,225	\$234,955	\$420,546
Total	\$1,835,827	\$341,079	\$374,966	\$1,367,629	\$3,919,501
percent	46%	9%	10%	35%	total 100%

School district revenue

The largest single revenue source for county school districts is tax money. School district levies and schools’ portion of motor vehicle taxes were allocated to land use categories similarly to how county government tax revenue was allocated. Schools also received revenue from the state and federal government, which was held out of the analysis, as described earlier. An exception to this exclusion is “state equalization” money. All Montana counties send 95 mills to the state, 55 of which are refundable under the accounting label “State and County Equalization.” Some counties receive more than they send, others less, based on need. Jefferson County received more than it sent, therefore only the amount that was actually generated in Jefferson County was allocated. The remaining state portion was excluded from the analysis. Individual school districts had a variety of smaller revenue sources, such as lunch sales, sports ticket sales,

driver's education fees, and community donations, which were allocated directly to land use category based on who paid.

Table 4

revenue category	residential	ag/open	commercial	industrial	total
property tax	\$883,914	\$243,489	\$68,286	\$930,146	\$2,125,835
license/permit	\$102,540	\$2,143	\$11,253	\$187,436	\$303,373
intergovernmental	\$19,146	\$224	\$104,160	\$1,664	\$125,194
charges for service	\$676,120	\$63,706	\$148,853	\$17,474	\$906,153
finances & forfeitures	\$36,449	\$7	\$1,937	\$0	\$38,393
miscellaneous	\$113,900	\$32,465	\$39,225	\$234,955	\$420,546
education	\$2,487,838	\$841,277	\$225,640	\$3,372,445	\$6,927,200
Total	\$4,323,665	\$1,182,356	\$600,607	\$4,740,074	\$10,846,701
percent	39%	11%	6%	44%	Total 100%

The above data show the contributions of each land use category to Jefferson County Government and Schools revenue for FY 2000. Residential lands contributed 39% of total revenue. Agriculture/open land and Commercial land contributed 11% and 6% respectively. Industrial land use generated 44% of the total revenue.

4) Allocation of Expenditures to Land Use Categories

Data Sources and Exclusions

The county budget report for fiscal year 2000 is a 72 page document showing budgeted/expended/remaining dollar figures for each account under each county fund. In most cases, the funds corresponded to county departments, as in the revenue report. Most funds had account line items for things like personnel, postage, office supplies, and telephone. Each, however, had unique items, like the Health Department had an expenditure account for Daycare Inspections.

If an expenditure was directly paid-for by federal or state money, it was excluded, as discussed earlier. Otherwise, all expenditures were allocated to land use category based on who received that service. Occasionally, a service could not be directly or proportionately linked to any one land use. For instance, roads are used by all categories of land use, and in uncalculated amounts. Roads, and some other services, were allocated using fall-back percentages. Fall-back percentages are equal to the proportion of revenue from each land use category for the fund in question. By applying these percentages to an expenditure from that fund, no land use category is unfairly biased. For example, some administrative costs of government cannot be precisely

allocated, and they are paid for from the General Fund, so General Fund fall-back percentages were used to allocate the administrative expenditures. The vast majority of services were linked directly to their recipient land use.

Grouping and allocating of expenditures

1. General Government

This group included government offices such as Treasurer, Clerk & Recorder, and Commissioners, plus other general functions---data processing, elections, and courts, both Justice and District. County facilities, maintenance, and shop were also placed here.

In most cases, expenses were allocated to land use(s) based on interview and data sampling of that office. For example, most transactions in the Clerk & Recorder's office are for residential, and less often any other land use. The Clerk & Recorder gave percentage figures for how often her office serves each land use, and those percentages were applied to the total expenditures of that office. In District Court, a sample of 25 civil cases, and 25 criminal cases, for a total of 50 cases was reviewed. Percentage of cases involving a particular land use were determined, and applied to expenditures of the District Court. In a few cases, such as administrative and facilities expenses, fall-back percentages were used.

2. Public Safety

The public safety group includes the sheriff's department, probation and parole, search and rescue, and predatory animal expenditures. Interview and sampling of incident reports at the Sheriff's department determined what the percentages department services had gone to each land use for that fiscal year. Probation and parole expenditures were allocated entirely to residential. The coroner service was also allocated entirely to residential.

3. Public Works

Public works consist of county road, bridge, park, noxious weed, and airport services. Some of these could be directly linked to the land use categories that use them, others not. Allocation of expenditures from the weed fund were made based on interview of the weed supervisor from that fiscal year. In this case, it was clearly identifiable who got the service, and in what proportions. However, no reliable allocation could be made for road and bridge service and allocation of their expenses was made using fall-back percentages.

4. Social Services

Included in this group are health services, social and economic services, and culture and recreation. Health services include the public health nurses, mental health services, and environmental health services. Most health service is allocated residentially, however some businesses receive service in the form of inspections, or permits. Social services for veterans, senior citizens, and the poor are provided by the county, and their expenses are allocated to the residential land use category. The County Extension service is included here, and its allocation was based on records in that department. Culture and recreation in the form of libraries and museum displays were allocated to the residential category. The County Fair expenses were allocated based on interview. Expenses for the Rocking the Rockies concert were allocated to the Commercial land use category.

5. Debt Service

Debt service expenditures in Jefferson County go toward paying the principal and interest on the jail. These expenses were allocated using the information from the Sheriff's department.

6. Education

All education expenditures were allocated to the residential land use category. However, the amount of each school district's state and federal monies was subtracted so that only in-county dollars counted in the analysis.

Table 5 below shows the breakdown of expenditures for county government alone, while Table 6 shows the analysis when schools are included. Further detail on expenditures may be found in appendix B.

Table 5
TOTAL COUNTY GOVERNMENT EXPENDITURES FOR FY 2000

	Residential	Ag/Open	Commercial	Industrial	Total
General Government	\$1,106,323	\$27,521	\$218,836	\$38,753	\$1,391,432
Public Safety	\$866,964	\$12,411	\$121,910	\$2,868	\$1,004,145
Public Works	\$532,615	\$285,019	\$52,802	\$155,252	\$1,025,688
Social Services	\$790,438	\$69,973	\$164,056	\$6,288	\$1,030,755
Debt Service (jail)	\$55,791	\$664	\$9,963	\$0	\$66,418
less non-county funds					-\$899,782
Total	\$2,684,602	\$316,812	\$454,544	\$162,705	\$3,618,656
Percent	74%	9%	13%	4%	total 100%

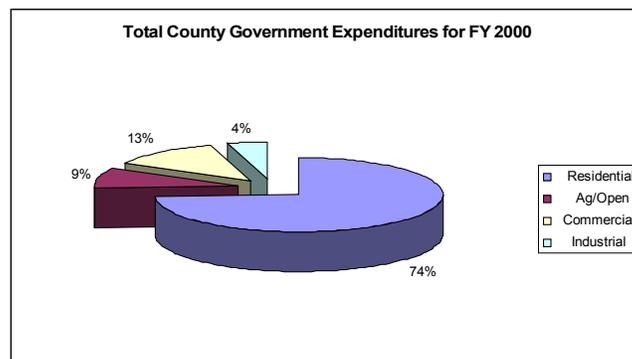
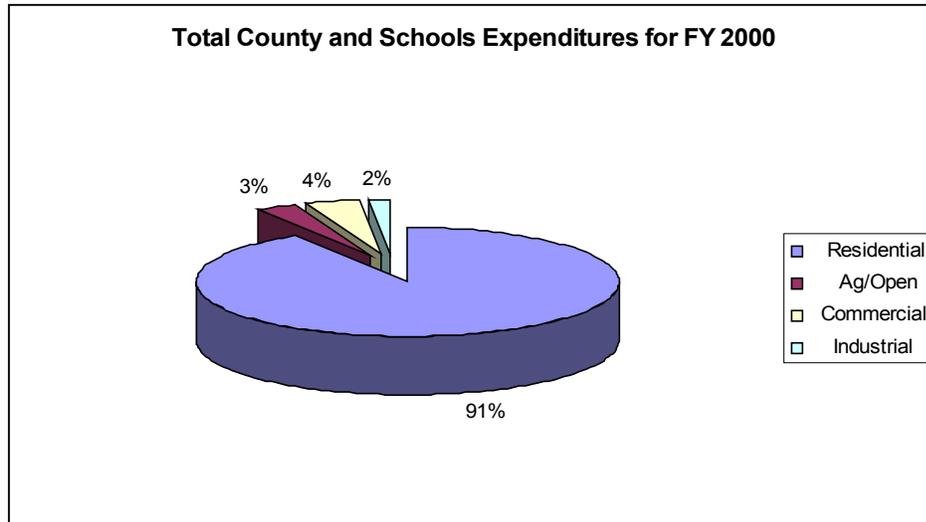


Table 6
TOTAL COUNTY AND SCHOOLS EXPENDITURES FOR FY 2000

	Residential	Ag/Open	Commercial	Industrial	Total
County Government	\$2,684,602	\$316,812	\$454,544	\$162,705	\$3,618,656
Education	\$6,810,720	\$0	\$0	\$0	\$6,810,720
Total	\$9,493,558	\$321,538	\$453,102	\$161,184	\$10,429,376
Percent	91%	3%	4%	2%	total 100%



5) Calculation of Land Use Ratios

This step compares total revenues and total expenditures allocated to land use categories. The ratios are simply calculated by dividing revenue by expenditures for each category. These ratios show that for every dollar raised in revenue from residential property, the county government and school districts had to spend \$2.16 to provide services to residential property. Conversely, only \$0.29 had to be spent to provide services to agricultural and open land for every dollar raised from that land use. Commercial property in Jefferson County receives \$0.77 in services for every dollar generated, while industrial land use receives \$0.05 for every dollar generated (see table 7).

Table 7

	residential	ag/open	Commercial	industrial	total
Total Revenue	\$4,323,665	\$1,182,356	\$600,607	\$4,740,074	\$10,846,701
Total Expenditures	\$9,357,182	\$350,874	\$464,005	\$257,321	\$10,429,376
Ratio	\$1 : 2.16	\$1 : 0.29	\$1 : 0.77	\$1 : 0.05	

It is important to remember that only revenues and expenditures attributable to land use categories within the county are included in these totals, and they do not include special district finances or federal and state moneys. Because of these omissions the total revenues and expenditures reported here are considerably lower than those found in the county's general financial report(s). In addition, end totals do not match due to funds carried-over from the previous fiscal year, and/or held in accounts into the next fiscal year.

DISCUSSION

The ratios in Table 9 show that the services demanded by residential property are heavily subsidized by revenue from the other categories. To some extent, the residents are here *because* of the other categories: their business is here; their job is here. But Jefferson County must be careful to try to maintain a balance between residential land use and the other three land uses (agricultural, commercial, and industrial.) These data suggest that residential development *not* coupled with jobs or businesses, as in the case of "Bedroom Communities," could result in decreased quality of services, and/or higher taxes, for all existing and future residents.

There is a myth that land converted to residential use will provide government with excess revenue due to an expanded tax base. An acre of houses pays more in taxes than an acre of wheat or cows. But the increased demand on infrastructure of residences far outweighs their financial contribution (at this time) and it is important to take this into account as growth decisions are made for this county.

The results of this COCS are a very good depiction of the contributions, and demands, of the land use categories studied: residential, agricultural/open land, commercial, and industrial.

From here, further research can be done as specific questions arise. For example, no distinction was made between location of residences, whether near or far from population centers. Some counties have done research that compares urban and rural residential land use. On the business side, no distinctions were made on types of developments, whether exhaustive (such as a mine) or long-term and on-going (like an electrical power relay station). There are impacts not represented by these ratios that can be investigated if that would aid in growth planning.

This report is but one tool for use in county planning. The role of planning in Jefferson County should be twofold; to capture the benefits of growth, while trying to minimize the negative impacts to current and future residents. Informed decisions by the residents of this county are needed to shape the ways in which the county grows.

APPENDIX A

**Revenues, fiscal year 2000, County Government and School District,
Jefferson County,
Montana**

Property taxes	Residential	Ag/ope	Commercial	Industrial	Total
	n				
Real Tax Charge	\$442,747	\$221,373	\$47,437	\$869,681	\$1,581,239
Personal Tax Charge	\$26,189	\$13,095	\$2,806	\$51,443	\$93,533
Motor Vehicle Taxes	\$414,978	\$9,021	\$18,042	\$9,022	\$451,063
Subtotal	\$883,914	\$243,489	\$68,286	\$930,146	\$2,125,835

Licenses & Permits	Residential	Ag/ope	Commercial	Industrial	Total
	n				
gambling mach. Permit	\$0	\$0	\$8,625	\$0	\$8,625
liquor/beer licenses	\$0	\$0	\$400	\$0	\$400
vehicle license plates	\$92,631	\$2,058	\$2,058	\$6,175	\$102,923
Metal ferrous mines	\$0	\$0	\$0	\$181,261	\$181,261
septic tank permit	\$9,909	\$85	\$170	\$0	\$10,164
Subtotal	\$102,540	\$2,143	\$11,253	\$187,436	\$303,373

Intergovernmental	Residential	Ag/ope	Commercial	Industrial	Total
	n				
aircraft registration	\$133	\$0	\$0	\$0	\$133
vehicle registration	\$10,084	\$224	\$224	\$672	\$11,204
corporation tax	\$0	\$0	\$3,256	\$0	\$3,256
liquor/wine tax	\$0	\$0	\$2,290	\$0	\$2,290
video gambling machine	\$0	\$0	\$55,417	\$0	\$55,417
Miscellaneous	\$8,923	\$0	\$43,964	\$0	\$52,887
Subtotal	\$19,146	\$224	\$104,160	\$1,664	\$125,194

Charges for Services	Residential	Ag/open	Commercial	Industrial	Total
Subtotal	\$676,120	\$63,706	\$148,853	\$17,474	\$906,153

Fines & Forfeitures	Residential	Ag/open	Commercial	Industrial	Total
district court	\$12,210	\$7	\$139	\$0	\$12,218
justice court	\$10,292	\$0	\$542	\$0	\$10,834
Miscellaneous	\$11,304	\$0	\$1,256	\$0	\$12,560
Miscellaneous	\$2,643	\$0	\$0	\$0	\$2,643
Subtotal	\$36,449	\$7	\$1,937	\$0	\$38,393

Miscellaneous Revenue	Residential	Ag/ope	Commercial	Industrial	Total
	n				
Subtotal	\$113,900	\$32,465	\$39,225	\$234,955	\$420,546

Education	Residential	Ag/open	Commercial	Industrial	Total
Subtotal	\$2,487,838	\$841,277	\$225,640	\$3,372,445	\$6,927,200

TOTAL COUNTY REVENUE	Residential	Ag/ope n	Commercial	Industrial	Total
	\$4,323,665	\$1,182,356	\$600,607	\$4,740,074	\$10,846,701

APPENDIX A
Revenues, continued

Government Non-County Revenue

Prop. Tax Reimbursements					\$286,776
Payment In Lieu of Taxes					\$338,162
Taylor Grazing Act					\$696
Forest Reserve Act					\$61,038
State Aid to Transportation					\$1,003
State Gas Tax					\$84,574
Forest Service Law Enf.					\$880
Highway Safety					\$1,750
State Grants and other aid					\$66,982
Bill Gates Grant					\$11,768
District Court Reimbursements					\$39,771
State Coal Tax					\$3,351
Total					\$899,782

Federal and State money subtracted directly from individual departments

Bill Gates Library Grant	\$11,768
Crime Victim Assistance	\$40,306
District Court Reimburse	\$39,757
care for other county's prisoners	\$205,260
WIC (health dept) Grant	\$20,846
MCH (health dept) Grant	\$12,084
Noxious Weed Grant	\$52,904

Schools Non-County Revenue

state equalization	\$2,403,705
state special ed	\$252,244
state guar. tax base	\$1,437,447
state lunch match	\$3,913
state corporation lic.	\$6,381
state aeronautics	\$205
state pers prop reimb	\$434,188
state SB184 reimb	\$19,176
state transportation	\$167,637
other state	\$65,536
federal monies	\$264,930
Total	\$5,055,362

GRAND TOTAL	\$4,323,665	\$1,182,356	\$600,607	\$4,740,074	\$16,801,845
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APPENDIX B

Expenditures, fiscal year 2000, County Government and School Districts, Jefferson County, Montana

GENERAL GOVERNMENT	Residential	Ag/Open	Commercial	Industrial	Total
Administrative	\$297,128	\$54,346	\$115,189	\$124,050	\$590,712
courts (district, justice)	\$213,778	\$1,219	\$33,438	\$0	\$248,435
treasurer's	\$121,250	\$2,694	\$8,083	\$2,694	\$134,722
Elections	\$56,931	\$0	\$0	\$0	\$56,931
clerk & recorder's	\$79,298	\$4,956	\$9,912	\$4,956	\$99,122
county attorney	\$86,965	\$4,269	\$21,345	\$449	\$113,028
supt. of schools	\$43,820	\$0	\$0	\$0	\$43,820
Planning/Zoning	\$34,666	\$2,568	\$5,564	\$0	\$42,797
Economic Development	\$0	\$0	\$37,119	\$24,746	\$61,865
Subtotal	\$933,835	\$70,052	\$230,650	\$156,895	\$1,391,432
PUBLIC SAFETY	Residential	Ag/Open	Commercial	Industrial	Total
Sheriff	\$673,112	\$8,014	\$120,198	\$0	\$801,324
probation/parole	\$98,176	\$1,169	\$17,531	\$0	\$116,876
rescue related	\$26,538	\$3,677	\$882	\$2,353	\$33,450
safety committee	\$150	\$71	\$17	\$45	\$283
fire protection	\$1,065	\$502	\$121	\$321	\$2,009
care of prisoners	\$36,382	\$0	\$0	\$0	\$36,382
Coroner	\$9,324	\$0	\$0	\$0	\$9,324
911emergency	\$3,950	\$148	\$691	\$148	\$4,937
Subtotal	\$866,964	\$12,411	\$121,910	\$2,868	\$1,004,145
PUBLIC WORKS	Residential	Ag/Open	Commercial	Industrial	Total
Airport	\$854	\$0	\$0	\$0	\$854
Road	\$416,792	\$196,600	\$47,184	\$125,824	\$786,400
Bridge	\$26,510	\$12,505	\$3,001	\$8,003	\$50,018
Weed	\$85,727	\$81,914	\$817	\$19,625	\$188,084
Parks	\$332	\$0	\$0	\$0	\$332
Subtotal	\$532,615	\$285,019	\$52,802	\$155,252	\$1,025,688
SOCIAL SERVICES	Residential	Ag/Open	Commercial	Industrial	Total
public health	\$106,190	\$0	\$1,186	\$0	\$107,376
sanitarian(septic, junk)	\$33,699	\$0	\$9,806	\$0	\$43,504
solid waste	\$353,556	\$25,620	\$128,100	\$5,124	\$512,400
mental health/alcohol	\$23,328	\$0	\$0	\$0	\$23,328
Veterans	\$3,390	\$0	\$0	\$0	\$3,390
Poor	\$81,026	\$0	\$0	\$0	\$81,026
Fairs	\$23,288	\$23,288	\$10,480	\$1,164	\$58,220
Library	\$120,973	\$0	\$0	\$0	\$120,973
senior citizens	\$32,000	\$0	\$0	\$0	\$32,000

county extension	\$10,851	\$21,065	\$0	\$0	\$31,916
Museum	\$2,136	\$0	\$0	\$0	\$2,136
rock concerts staff	\$0	\$0	\$14,485	\$0	\$14,485
Subtotal	\$790,438	\$69,973	\$164,056	\$6,288	\$1,030,755

DEBT SERVICE	Residential	Ag/Open	Commercial	Industrial	Total
Jail	\$55,791	\$664	\$9,963	\$0	\$66,418
Subtotal	\$55,791	\$664	\$9,963	\$0	\$66,418

SUB TOTALS	\$3,179,643	\$438,119	\$579,381	\$321,304	\$4,518,438
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subtracting non-county \$\$\$					
total expenditures	\$3,179,643	\$438,119	\$579,381	\$321,304	\$4,518,438
	70.37%	9.70%	12.82%	7.11%	
minus non-county portion	\$633,180	\$87,245	\$115,375	\$63,983	\$899,782
TOTAL GOVERNMENT	\$2,546,463	\$350,874	\$464,005	\$257,321	\$3,618,656

SCHOOL DISTRICTS EXPENDITURES FOR FY 2000

	Residential	Ag/Open	Commercial	Industrial	Total
School totals	\$6,810,720	\$0	\$0	\$0	\$6,810,720
Non-county moneys					\$5,055,362
Reappropriated funds					\$92,634

GRAND TOTAL	\$9,357,182	\$350,874	\$464,005	\$257,321	\$10,429,376
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APPENDIX 4
JEFFERSON COUNTY BUILDOUT ANALYSIS

APPENDIX 4: PRELIMINARY BUILDOUT ANALYSIS RESULTS:

This study estimates the number of dwelling units that could exist, and require public services, at "buildout" in the zoned portions of Northern Jefferson County. Please note that none of the records (property records, subdivision plats, etc) used in this research are perfect, and that minor errors may be present.

The "buildout" potential for these zoned areas was determined using the following steps:

1. The mining claim, parcel ownership, and subdivision plat records in the Jefferson County Recorder's Office were used to determine the approximate number of parcels in separate ownership in the study area. This, and all other information collected, was recorded and arrayed by township, range, and section in an Excel worksheet.
2. The zoning district within which each parcel is located was determined using a copy of the official zoning map. The density permitted in each zoning district was multiplied by the approximate acreage of the parcels in each zoning district to obtain the potential buildout: the number of dwelling units that could be built given no limitations other than the zoning. (Note that parcels smaller than the minimum lot size were eliminated from this calculation.)
3. This resulted in a potential buildout that did not reflect the limited accessibility of some lands within the study area or natural constraints on development. A section-by-section review of the data, resulted in adjustments reflecting the presence of slopes and stream corridors in a few cases. The density allowed in the high-density zoning district was also adjusted to a more typical suburban density -- which would still require central water and sewer -- in an attempt to reflect realistic market conditions, infrastructure costs, and the distance of the area from the center of Helena. This resulted in a new potential development that was about 83% of that originally calculated.
4. The number of existing homes was estimated from USDA aerial photographs. This number was updated using the County Sanitarian's record of permits issued.
5. The total estimate of existing homes was subtracted from the potential to give a reasonable projection of the number of homes that Jefferson County should eventually expect to be serving in the zoned areas.

North Jefferson County Buildout Analysis

assumes no division of existing subdivision lots, no development of state land, typical development efficiencies for the conditions applied to LDR/SH, HDR reduced to typical suburban density

3W 2W

north quarter of these sections is in Lewis & Clark County

	6	5	4	3	2	1	6	5	4	3	2	1
total BO	24	209	100	205	74	5	32	11	2	3	3	4
existing	0	62	51	24	18	1	30	0	1	1	0	1
potential	24	147	49	181	56	4	2	11	1	2	3	3
total BO	10	52	209	139	41	5	31	34	6	4	3	4
existing	1	2	8	15	25	1	16	6		1	3	2
potential	9	50	201	124	16	4	15	28	6	3	0	2
total BO	10	8	26	42	666	243	56	62	12	17	4	4
existing	0	22	14	26	99	22	12	2	1	1	0	0
potential	10	-14	12	16	567	221	44	60	11	16	4	4
total BO			21	22	23	24	19	20	21	22		
existing			12	896	597	170	125	34	15	7		
potential			4	2	8	101	20	8	2	1		
total BO			8	894	589	69	105	26	13	6		
total BO					26	25	30	29	28	27		
existing					107	104	181	15	5	18		
potential					80	17	12	0	2	1		
total BO							31	32	33	34		
existing							12	33	11	9		
potential							2	1	2	2		
							10	32	9	7		

44	269	347	1282	1485	527	437	189	51	58	10	12	4711 total BO
1	86	77	67	230	142	92	17	8	7	3	3	751 existing AP
43	183	270	1215	1255	385	345	172	43	51	7	9	3960 potential

73 new since, Sanitarian Record
18 not locatable to a section

24.7%

HDR 8.066666
 gross 667
 HDR eff 5.646666
 667

	State/Fed	160 BR	10 RI	2.3 LDR	0.333 HDR	C	divided	potential	
2W9N									
1		480							no major constraints
		3					4	4	
2		480							no major constraints
		3					2	3	
3		480							limited accessibility
		3					2	3	
4	240	240							no major constraints
		2					2	2	
5		400	80						limited accessibility, powerline, pipeline
		3	8				3	11	
6		360	120						stream
		2	12				19	32	<i>19 lot subdivision in BR, so at least 32</i>
7		68	340						lots of industrial, stream, limited accessibility
		0	34				15	35	<i>at least one lot in BR, so at least 35</i>
8	160	160	320						slope, stream
		1	32				14	34	<i>way parcels are arranged means at least 34</i>
9		640							limited accessibility, powerline, pipeline
		4					6	6	
10		640							stream, powerline, pipeline
		4					4	4	
11		640							stream, limited accessibility, powerline, pipeline
		4					1	4	
12		640							stream, limited accessibility
		4					1	4	
13		640							slopes, stream, limited accessibility, powerline, pipeline
		4					3	4	
14		640							slopes, stream, limited accessibility, powerline, pipeline
		4					1	4	

15		447							slopes, stream, limited accessibility
		3					17	17	
16	80	640							slopes, stream
		4					12	12	
17			621						slopes, stream, limited accessibility
			62				21	62	
18			563						stream
			56				28	56	
19			115	525					slopes, stream
		0	12	228	no difference		125	125	<i>subdivision in LDR affects lot count</i>
20		319	320						slopes, stream, limited accessibility
		2					19	34	
21	160	521							slopes, stream, limited accessibility
		3					15	15	
22	35	605							slopes, stream, limited accessibility
		4					6	7	
27		529							slopes, stream, limited accessibility
		3					18	18	
28		637							slopes, stream, limited accessibility
		4					5	5	
29		520	120						slopes, stream, limited accessibility
		3	12				15	15	
30			224	416					slopes, limited accessibility
			22	181	efficiency adj		21	181	<i>subdivision in LDR affects lot count</i>
31	520		120						stream, no other major constraint at this density
			12					12	
32	150	142	236						stream, would slope issues at higher density
		1	24				12	33	<i>subdivision in RI affects lot count</i>
33		547							stream, limited accessibility
		3					9	11	
34		567							slopes, stream, limited accessibility
		4					6	9	
	State/Fed	160	10	2.3	0.333				
3W9N		BR	RI	LDR/SH	HDR	C	divided	potential	
1		480							slope, stream, limited accessibility
		3					5	5	

23	320		60	190		4	896	<i>not all in district</i>
			26	571	efficiency adj	7	597	<i>not all in district</i>
24	80	29	531					slopes, stream
		3	231	no difference		167	170	<i>LDR all subdivided now</i>
25	80		240					slopes, stream
			104	efficiency adj		27	104	
26			40					slopes, stream
			17	efficiency adj		?	17	

APPENDIX 5
JEFFERSON COUNTY LAND USE CLASSIFICATION MAP

(----- LEGEND --) (----- GENERALLY ACCEPTABLE LAND USES -----)
 (-----RESIDENTIAL-----)

<u>DESIGNATION</u>	<u>Graz'g</u>	<u>Crops</u>	<u>Timb'g</u>	<u>Min'g</u>	<u>Sea'nl</u>	<u>Sin'gl</u>	<u>Mult.</u>	<u>Comm.</u>	<u>Ind.</u>
Basic Resources	Yes	Yes	Yes	Yes	Yes	Exc	Exc	Exc	Exc
Basic Resource with Development Constraints	Yes	Yes	Yes	Yes	Yes	Exc	No	No	Exc
Residential									
<u>Very Low Density</u>	Yes	Yes	Yes	Yes	Yes	Yes	Exc	Exc	Exc
<u>Low Density</u>	Yes	Yes	Yes	Yes	Yes	Exc	Exc	Exc	Exc
<u>Urban Density</u>	Exc	Exc	Exc	No	Yes	Yes	Yes	Yes	Yes
Commercial									
<u>Potential</u>	Yes	Yes	Yes	Yes	Exc	Exc	Yes	Yes	Exc
<u>Current</u>	No	No	No	No	Exc	Exc	Yes	Yes	Exc
Mining									
<u>Active Surface</u>	Yes	Yes	Yes	Yes	Yes	No	No	Exc	Yes
Mining and Ind.									
<u>Intensive Min./ Ind. Use Areas</u>	Yes	Yes	Yes	Yes	No	No	No	Exc	Yes

KEY:

- Yes A generally acceptable use of land subject to minimal conditions or policies noted in the Growth Policy or acceptable local, state and/or federal regulations.
- Exc Exception: A use or practice that may be acceptable but subject to conditions established by local, state and/or federal agencies to assure protection of the public's interest.
- No A use or practice that is not acceptable unless total assurance is provided to the responsible local, state and/or federal agency that the public's interest will be fully protected.

Residential Densities Defined

- Very Low: 1 dwelling unit/20 or more acres.
- Low: 1 dwelling unit/1-20 acres.
- Urban: 1 dwelling unit/less than 1 acre

“Reasonable Proximity to Urban Service” shall be defined as less than one fourth mile.

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Source List:

- 1993 Jefferson County Comprehensive Plan
- US Census Bureau
- Gallatin County Plan: Revised 10/28/98
- Madison County Comprehensive Plan, 1999 Update
- Butte-Silver Bow Master Plan
- Montana Bureau of Mines and Geology
- Montana Department of Fish, Wildlife and Parks